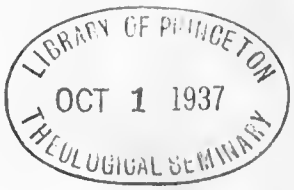

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INDEX

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THE SURVEY

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SO THEY SAY

I'd rather see the government put vast sums into low-cost housing than into high-cost prisons.—*Mayor La Guardia, New York.*

We know a great deal about personal ethics; we know very little about group morality.—*John Lovejoy Elliott, Hudson Guild, New York.*

Men fear thought as they fear nothing else on earth—more than ruin, more even than death.—*Bertrand Russell, English philosopher.*

We are not behaving like a nation but like a large number of fractions with no unity.—*Eduard C. Lindeman, New York School of Social Work.*

I don't think that a bullish market makes for prosperity. It didn't a few years ago, at least it didn't for me and for more than a few others.—*J. P. Morgan.*

In little affairs and in large ones there is a strong human tendency to believe that because one has saved a situation one must keep on saving it.—*Walter Lippmann.*

There is a great deal in this word security, but in public service there may be too much security and too little performance.—*Grace Abbott, University of Chicago.*

The main force favoring decentralization is the simple fact that in terms of minutes a mile is so much shorter than it used to be.—*Daniel C. Roper, Secretary of Commerce.*

Oh, why cannot nations put into the enterprise of peace the energy they are prepared to squander in the futility and frightfulness of war.—*Eamon De Valera, president, Irish Free State.*

No one not in daily contact with families in the backwash of the depression will ever know or would believe the whole truth of their situation.—*Dorothy C. Kahn, relief administrator, Philadelphia.*

The experience of 150 years has, I think, demonstrated that compelling people to take oaths has not guaranteed the proper conduct of public affairs.—*Arvie Aldred to New York Teachers Association.*

The feeling that there is something about practical efforts and agencies for social improvement that contaminates a scholar if he comes in contact with them is rapidly giving way.—*Henry Pratt Fairchild, New York University.*

It is more humane to permit convicts to be out of doors working on a chain gang than in a penitentiary where they must see the same drab walls year after year.—*Governor Talmadge of Georgia to American Prison Association.*

No major industry has any moral right to allow itself to be unexplained, misunderstood or publicly distrusted, for by its unpopularity it poisons the pond in which we all must fish.—*Bruce Barton to the National Association of Manufacturers.*

We used to think that each man ought to provide security by saving up for himself and his family; but that was in the good old days when "everybody" included only the people whom one could invite to the house.—*David Cushman Coyle in Harpers Magazine.*

Relief pauperizes, but if a family is completely disabled ten dollars a week on which it can live is less pauperizing than two dollars a week on which it must beg.—*The late Frederic Almy, Buffalo, to the National Conference of Charities and Correction*, 1911.

Most of the college "Reds" I have heard about have been produced by the frightened and hysterical regulations of the colleges. They are not "Reds" at all; they are in revolt against being treated like children.—*Robert M. Hutchins, president, Chicago University.*

The American people have a right to ask and they are beginning to ask whether the income from their investment in education is satisfactory, measured in benefit to the individual and to society as a whole.—*Frederick P. Keppel, president, Carnegie Corporation.*

The States: Don't let it down on us!

As winter closes in and Congress assembles —

Cartoons by Fitzpatrick for the St. Louis Post-Dispatch

Still hovering over

THE SURVEY

January
1936

Volume LXXII
No. 1

The Relief State of the Nation

Executives of Thirteen National Organizations Report General Uncertainty, the Threat of Widespread Suffering and a New Crisis

THE final allotment of federal funds to states for direct relief was made on December 1, and the FERA officially went out of "the relief business." To discover just what this foreboded for the new year for the destitute people up and down the country—employable and unemployable—whom WPA has not reached and cannot reach, and who have no recourse but relief, The Survey inquired among the directing heads of certain national organizations closely in touch with conditions. We asked them to state briefly their sense of the relief situation in relation to people, still jobless and in need of help, and in relation to the adequacy of state, local and private funds to prevent acute suffering. We asked them what emergency measures seemed called for and also what measures that go beyond temporary expediency into long time planning.

Their replies give an over-all view of the relief state of the nation as Congress reassembles and winter closes in. This is far from reassuring. The wide contacts and sources of information of The Survey's correspondents indicate to them that the effort to draw the line of federal responsibility on the basis of employability has not worked and has resulted in confusion between WPA and local relief authorities with thousands of people in need reduced to utter uncertainty and desperation. State and local resources are reported as wholly inadequate to meet the situation and local machinery for raising funds is either lacking or too cumbersome or politically blocked to function promptly.

Emergency measures seem imperative if "the worst winter yet" is to be avoided, but the only hope for such measures appears to be a quick change in the federal policy toward direct relief. Washington is still looked to for leadership, and for the financial assistance that must be forthcoming at once if acute suffering is to be averted. There is a chance through proper pressure on Congress to secure a reasonable appropriation on a grant-in-aid basis, as the beginning of an adequate relief program, sound and economical, which may meet the winter's situation. Equally urgent is an honest facing of the long pull and a consistent policy and program under federal leadership based on fact and need, with financial responsibility and standards of performance allocated and assured by federal, state and local agreement.

Linton B. Swift, *general director, Family Welfare Association of America*

For millions of people still jobless and in distress, this will be "the worst winter yet" unless some order can be brought out of the present chaos in public relief programs.

With the development of the WPA and the disappearance of the FERA, many states are totally unprepared to take over the relief load in wholesale fashion. Quite outside of the impossibility of any rigid classification of people into "employables" and "unemployables," it should be remembered that the federal program does not provide for all who need jobs and can work; there will still be a vast number of employables without work who will need relief.

There is a widespread misconception that a large part of the burden of relief can now be turned back to "private charity." Anyone in close contact with the problem knows that, even before the depression, private effort carried not more than 30 percent of relief expenditures and that during recent years it has carried only 1 or 2 percent.

The widely advertised intention of the federal government to "get out of this business of relief" has increased the false attitude that relief in itself is shameful. It is not relief which is shameful, but the situation which makes relief necessary. Social workers are the first to agree that a relief program is a sorry answer to our national problem,

but they recognize it as essential to the extent to which we fail to meet this problem through provision of normal opportunities for work and income for all of the people.

Another growing public attitude which is largely the result of wishful thinking is typified by the expression "they won't work anyway." All impartial studies of the acceptance or refusal of work by people on relief have shown that the vast majority are eager for work.

The relief of distress due to social-economic ills is an unescapable responsibility of society as a whole. This means not competition but a partnership between federal, state and local governments and private agencies in the working out of a program designed not only for this winter but for the winters to come.

Allen T. Burns, ***executive vice-president, Community Chests and Councils, Inc.***

We see no reason for believing that the present winter will be appreciably easier than last for the unemployed on relief, or that less money and less careful planning will be needed. Quite the contrary. Increase of private employment has not been balanced by a corresponding decrease in relief. The situation is inevitable in view of the fact that while relief discussion rages hotly about the five million who are both unemployed and destitute, a total of approximately ten million are still unemployed.

Changes of administrative policy and cessation of public funds from one source before adequate funds have been provided from another are creating a new crisis, the burden of which private funds cannot and should not carry.

State and local governments, we believe, should care for the 1,500,000 destitute assigned them by the President on January 4, 1935, as representing a fair estimate of the load least adapted to reemployment in private industry. The Social Security Act will provide for some of these, if state appropriations are voted; relief appropriations should care for the others. If the state and local governments shoulder this portion of the load, and do it adequately, it seems futile to ask them to do more.

The federal government should care for all the excess load, which roughly may represent the "employable" group. In many states these may be more numerous than the present WPA program can absorb. We believe the federal government should appropriate money as of December 1, 1935 for direct relief to this surplus number, conditioned on each state's caring for its share of 1,500,000 and meeting standards of relief set by the federal government.

We urge an unblinking look at the facts. We urge an end to "wishful thinking." We urge laymen as well as professional social workers to act for immediate definition of responsibility, immediate provision by each unit of government for its share of that responsibility, immediate relief of the destitute not only from hunger and cold but from the terrors of uncertainty, participation of local citizens' groups in the formation of relief policies, a long range program for the better correlation and administration of governmental and voluntary relief and welfare activities.

Walter West, ***executive secretary, American Association of Social Workers***

Evidence is piling up that present relief plans will leave large numbers of people without subsistence. Adding up what states can do, what local governments can do, what the relief provisions of the Social Security Act may supply when appropriations are made, and the tiny fractional resources available from private funds, the total falls far short of meeting the known needs of the situation.

Granting the best intentions for WPA, it is not premature to predict that the shift in program inaugurated last winter will have a ghastly effect on a large proportion, probably more than half, of those whose needs must be met. Instead of 70 percent of the relief load as was first implied, the WPA program takes scarcely half, leaving 50 percent or more to states and counties. These units are unprepared and many are absolutely incapable of giving any but the most harsh and grudging relief when pressed by dire necessity.

In splitting the problem between federal responsibility and that of state and local governments, cooperation has been turned into conflict in administration. WPA demands local funds for materials and the like, when local governments are unable to meet the demands for direct relief which have been turned back on them. Defending its change in policy the federal government has condemned relief in such a way as to add tremendously to the difficulties of state and local relief programs.

Social workers propose the following program:

Immediate reestablishment of FERA grants to states for direct relief and transient care.

Offering government work and service to as many unemployed as possible at going wages and without requiring relief status.

Legislation by Congress this winter providing for continuing grants to states, administered by a permanently established department or administration, and by a grant-in-aid system which will combine means for distribution of national aid to areas of greatest need, with the improvement of administration. These grants should be for general family assistance and should be correlated with the state and national provisions for such special groups as dependent children, old age, veterans, the blind, and others, and should be the basis for a sound national welfare system which would apply to anyone in need.

Bertha McCall, ***general director, National Association for Travelers Aid and Transient Service***

The transient problem is not an emergency problem, but it is made acute by our whole economic condition. As far as transients are concerned, the present situation is similar to that of 1932. Communities are not prepared to help nor have they changed their attitude toward "outsiders." States have not set up machinery for taking care of unattached and transient, and settlement laws have in no measure changed, except, in some instances, to become more drastic.

As we have gone about the country since September 20, when new intake in the federal transient bureaus closed, we have found community after community faced with the issue of what to do now. In one typical community, 10,000 legally resident families had been turned back on local resources because federal relief funds had been withdrawn. Certainly it is impossible for such a community to take up any measure of responsibility for those who do not legally belong. Also, there is little, if any, interest in receiving its own stranded legal residents whom some other community or state wishes to send back. The formula of sending everyone home cannot work. "Passing on" is again the chief method of caring for transients.

The transient problem is just one part of the whole welfare situation. We believe that this winter's needs will show again that we cannot keep postponing adequate long-time planning. Every layman and every social worker must join in a drive toward a well-set-up federal authority for public health and welfare.

Lillie M. Peck, ***secretary, National Federation of Settlements***

In settlement circles there is no lack of material as to the current event involved in the relief picture. Neighbors express anxiety, fear and bewilderment; they ask how they can wait until WPA wages come through; how they can make up for the difference in pay and the former relief check, inadequate though that was.

Chicago reports ". . . The situation here is a mess. Only 65,000 working on WPA and during the week 95,000 assigned with the result that everybody is getting put on any old thing; just now someone with a total physical incapacity and a 'D' classification assigned to a labor job! And relief cut off!"

In Ohio you get relief if you are lucky enough to live in a county where bonds have been voted. Thus Cleveland has maintained its equilibrium, while Toledo says ". . . Funds have now been exhausted and while we wait for the legislature to act, people are being evicted, and food for these intervening days is a worry! . . ." From Columbus: "I do not see how it is possible for either local or private funds to do any more than prevent acute suffering, even with the help of government funds."

One hopeful statement from Detroit: "The automobile industry promises a peak load for a few months at least and we are in a favorable position so far as work is concerned. Of course, Detroit must always be prepared for a standstill and if that happens the federal government will have to step in and supply funds."

From Omaha: ". . . Much acute suffering is looming ahead with which local agencies will be unable to cope. The Social Service Exchange reports a steady increase of entirely new cases."

The upshot is that settlement neighborhoods are still largely on relief and will continue to be so, certainly during this winter and for some time to come, and that local funds, state or county, will not be able to meet the situation. The job of the settlement as well as social workers generally is to bend every effort to press for measures that are not emergent but that have some element of planning on a basis of fact and need.

Jacob Fisher, ***chairman, National Coordinating Committee of Rank and File Groups in Social Work***

The end of federal relief is the end of an era, an era characterized by high hopes in the intentions of an administration which bore for nearly all social workers the shining visage of a Galahad come to right the world's woes. This winter, as relief funds dwindle, as want and misery increase, as the unemployed, goaded beyond endurance, march upon the relief agencies and are met by police clubs and tear gas, there will be much stock-taking, out of which will come, let us hope, a different orientation towards the whole problem of public assistance.

Certainly the experience of the past five years demonstrates the absurdity of and the suffering entailed in any program which proposes to substitute work for relief, as though by providing 3,500,000 jobs for eight months the crisis is solved. With twelve million persons unemployed and no immediate prospect of their absorption by private industry, the emphasis must be upon a complete and rounded program which shall include not only a work plan but social insurance and public assistance. Local resources are a poor underpinning for this structure. The size of the job obviously entails federal-state-local participation, with a federal department of social welfare financed by annual appropriations at the heart of the scheme.

Is it enough to have faith in federal responsibility? A profession of faith by social workers will not move Washington. That is one of the lessons of the end of federal relief. Faith must be energized by a realistic understanding of the forces of reaction in our national life making for lowered standards of relief, for lowered standards of living (because taxes must be reduced). Social workers cannot rely on good-will. They need power, power which can come—as the experience of 15,000 organized rank and filers has proven—only from an alliance with the trade unions and the unemployed, whose program in its essentials is the social work program.

T. Arnold Hill, ***acting executive secretary, National Urban League***

Work for "employables" under the WPA and relief for "unemployables" by local governments, even if machinery and benefits were adequate—and no right thinking person believes they are—are insufficient for unemployment requirements. The factors making for unemployment are inherent within our social system and they will continue to pile up unemployed people in a way that no "emergency" machinery can assist adequately. Until this system is changed—and there is no immediate prospect of it—we will have to endure mass relief; and for this we shall need permanent machinery.

The FERA's rural studies point out human and material factors that will cause a large percentage of the individuals now unemployed to be permanently incapable of self-support. Two percent of the cases studied in six rural areas had received relief prior to 1930, while in June 1934, 20 percent were "judged to require continuous financial aid and supervision and to be incapable of rehabilitation." In the eastern and western cotton areas the percentage of Negroes so classified was 39 and 23 percent, respectively.

In the summary of the FERA report, Corrington Gill says: "In all but the two wheat areas, 30 percent of all heads of families studied had less than five years' schooling. In the eastern cotton belt 51 percent of Negro and 20 percent of white heads of families had no formal schooling. As long as so large a proportion of the poorer classes lack sufficient education to manage intelligently their own affairs, there will be need of public relief and social case work."

There is evidence in governmental reports and elsewhere that, year by year there will be many new persons requiring relief. In many states legislation establishing mothers' pensions, old age benefits, unemployment insurance and other forms of social security, will be a long time reaching the statute books. These are the states in which the majority of Negroes live and even when the laws are actually on the books, experience has indicated that it is with difficulty that Negroes obtain equity.

There must be permanent federal relief machinery providing aid to states for the care of persons requiring assistance. Only when the volume of relief becomes too heavy to be borne by public funds will it be possible to alter basic conditions which make relief necessary.

Edward J. Parker, *national secretary, Salvation Army*

I am optimistic enough not to be unduly perturbed by the prospect of FERA finally petering out by the first of the year. The nation has become so "need conscious" during these last five years that it is unthinkable that relief funds should cease—no matter from what source they come. I do not think the federal government could withstand the outcry that would arise if all direct relief had to be borne by the lesser authorities with a consequent slackening in volume. I do not therefore anticipate that this will be the "worst winter yet."

Then again there are signs that conditions are improving, and not alone because of the shots in the arm the nation is getting from WPA and other alphabetical sources. I have just seen figures which show that our employment bureaus during November found twice as many permanent jobs as they did in the corresponding month last year. That fact should indicate something.

This roseate optimism does not, however, prevent me from keeping my feet on the ground and facing squarely the fact that there might be a situation of acute suffering. In that case it would be impossible for private funds to cope with it. A heavy burden would fall on the governmental bodies and I do not see how Washington could refrain from taking a hand—or would it, in view of the proximity of the presidential campaign? The plain fact is that relief must continue—or else!

Every private agency has its hands more than full. The gathering of voluntary funds has long ago passed its peak. The move called for is that pressure must be increased on the federal government to remain in the relief business.

Samuel McCrea Cavert, *general secretary, Federal Council of the Churches of Christ in America*

I desire to emphasize especially the destructive effect on the human spirit of the fear and uncertainty to which the unemployed have been subjected and which is particularly rife among them at the present juncture.

The nation has not yet adequately faced or dealt with its relief situation—notwithstanding the complaints of the fortunate about too much relief. We have humiliated the helpless unemployed of the wealthiest nation of the world.

What is needed at this time is an immediate appropriation by Congress and the states of a sum amply sufficient for the next twelve months. This would provide a "breathing spell" for the unemployed, give them some sense of security and reduce the uncertainties which might add to their special anxieties during the year of the national election.

WPA jobs for 3,500,000 workers who have been on home relief will unfortunately not meet relief needs. It must be borne in mind that only about half of the unemployed have ever received relief, that five million youth can find no useful place in society and that the "never-employed" are increasing year by year. While an advance in the volume of industrial production is taking place, this cannot be trusted to solve the unemployment problem, for apparently the increased production is not matched by a corresponding increase in the number of persons employed.

It is more than doubtful whether private agencies and state and local governments, are prepared to undertake adequately the care of the "unemployables" who have been on home relief and who will not receive WPA jobs. From many contacts with ministers and church workers throughout the country, I am convinced that there is reason for serious concern about grave neglect in certain places.

I would appeal for a consistent policy and sufficient federal and state grants for all forms of relief to allay the present widespread and dangerous uncertainty and to restore some sense of security among the unemployed for the next twelve months.

Carl V. Betters, *executive director, United States Conference of Mayors*

Shutting off federal direct relief funds creates a state and city problem of meeting the needs of both of the general groups on relief: "employables" and "unemployables." The facts show that in many of the industrial centers the federal program has not and cannot take care of all of the able-bodied. Hence, this residue must be added to the "unemployable" load.

If all of the states were able and were as willing as New York State to throw their funds into the picture, the problem would be solved pretty easily. However, we might as well assume that a goodly number of states won't do anything even if they could. Therefore, the burden falls squarely back on the cities and counties where it was generally centered before 1932. States, even if able and willing to do something, cannot overnight start collecting taxes. It takes time. And local governments haven't enough money "in the bag" to meet the situation.

When it is all thrashed out, I think the federal government will continue to assist in direct relief in those areas where the need exists. In spite of all the talk about turning over direct relief to states and cities, I don't think the President is going to let the unemployed down.

For what it may be worth, a program based on the realities of the present situation ought to provide:

Full federal financial responsibility for the able-bodied on relief on a work program. (It is not generally known that cities, counties and states are putting up close to 25 percent of the cost of the WPA program.)

Continuation of federal direct relief funds until such time as states and cities can, under the laws governing them, raise funds for the "unemployable" group. Each area must be handled as an individual problem. Some can assume the load today, others next summer and others maybe next year.

Enactment of a relief program by the next session of Congress for at least the fiscal year 1936-1937. Whatever the program may be, let it be a twelve months' program.

Clifford W. Ham, *executive director, American Municipal Association (National Federation of State Leagues of Municipalities), former member Technical Board of Review, PWA*

It has been demonstrated beyond question that the relief problem cannot be solved by the "dead-line" method. We have seen local governments rushing around to get projects in by September 1 or October 15 or some other deadline date. As a result the projects in many instances are ill considered, poorly planned, and the financing has not

been considered in the light of entire local requirements nor the continuity of distress. These dead-line dates have come and gone but the relief problem has continued with little diminution. The winter immediately ahead will still present an irresistible demand for public relief for a large section of the American people and that demand must be met. Several steps need to be considered in the calm, long-term view of the problem.

First, the relief of employables whose condition is the result of a national economic depression should be definitely accepted as a charge upon the national government.

Second, procedures should be worked out whereby local governments can build up work-relief projects from month to month and from year to year with some assurance that, when projects are sound and desirable and a local share can be financed, a reservoir of capital with low interest rates will be available.

Third, appropriations for federal public works and federal work-relief projects should be made separately from appropriations for non-federal projects. Many cities feel that past appropriations have often been charged up as assistance to local governments, whereas a very large percentage has gone to direct federal expenditures.

Fourth, there is need for a continuing program of public works—federal, state and municipal. They should, however, stand on their own feet as sound, serviceable and needed projects. Experimental federal public works, though entirely justified, should be known for what they are and should not be so labeled and administered as to seem part of the general public works program. Past failure to do this has resulted, in many instances, in discrediting a public works program.

Fifth, the proper and permanent solution of the relief problem can be found only in consideration of factors involved in meeting its costs. Among these factors are the imposition of strait-jacket tax limitations upon local governments without providing added sources of revenue, and the danger of pulling down the quality level of local government personnel, through carrying on projects with personnel who have had no training in the public service comparable to that which local governments have been developing over many years. There is need for study of the whole field of conflicting taxation through some such agency as the Interstate Commission on Conflicting Taxation and for reorganization of the entire tax structure in the light of the total burden of government as administered in the federal, state and local units.

Clarence E. Ridley, *executive director, The International City Managers' Association*

The WPA is obviously not going to provide for all "employables" on relief. The facile distribution of the relief load among levels of government according to "employability" is not working out according to plan. Consequently, a relief load is reverting to local communities which they cannot support as was discovered in the early months of the depression. Some communities are resorting to borrowing—a distressing phenomenon of the lingering emergency concept which refuses to consider expenditures for relief a charge on the operating budget.

Many city-manager communities consider that available state, municipal, and private funds will be inadequate for relief needs. Almost all agree that in the absence of federal funds, state aid will be essential. A few anticipate acute suffering and at least one city manager foresees the "worst winter yet." This situation is partially due to the WPA eligibility rule that applicants must have been on the relief rolls all the previous summer. This requirement has been shortsighted in failing to provide for "employables" whose unemployment is primarily seasonal and who only apply for relief during winter months in northern cities. It has also been unfair in penalizing those who have avoided relief thus far and in placing a premium on continued attachment to the relief rolls.

But more serious has been the vacillation of federal programs. City managers dread the sudden cessation of WPA in the spring of 1936 which may drop their communities with an economic thud as did the liquidation of CWA in the spring of 1934. Relief and unemployment are here to stay and after several years of experimentation are entitled to more permanent treatment by responsible governments. Local communities are willing to share the burden and local officials are disposed to agree to almost any policy and any administrative program as long as they are consistently followed.

William Green, *president, American Federation of Labor*

The outstanding fact of our national situation is the 11,600,000 persons without jobs and a dependable source of income. The Administration has failed to provide even temporary jobs for all this army of unemployed and has been stopped in its efforts to direct the recovery of industries so that the unemployed would be absorbed. Industries have recovered one half of their depression decline but have reduced the army of unemployed only a quarter. Obviously the 11,600,000 will not be taken on during the winter months. Not nearly a third of the unemployed got jobs through relief work.

The years of depression have wiped out community and individual reserves. Neither local relief nor private "charity" will be able to meet the need should the federal government actually make no further provisions for direct relief. Millions of families are saved from actual starvation only by federal relief. Jobs from neither relief nor private industries are available to them. Some are unable to work. Aside from all humanitarian aspects, the Administration cannot safely refuse the necessaries of life to those who have no place else to turn. The first responsibility of organized society is for the welfare of its citizens. Local units are hampered by legislative limitations on their taxing powers, but the federal government may draw upon the nation's full revenues.

Labor believes that the Administration should set up a permanent department or bureau of public works, responsible for long time planning and ready to expand activities so as to counterbalance depression slumps in employment. Such a department should maintain an inventory of national resources as a basis for planning. Work on its projects would conform to the standards prevailing in the respective localities. Supplementing public works should be adequate housing projects to make homes available for those whose incomes have never permitted homes of their own—comfortable and satisfying homes in which they can safely invest their savings.

But even with the best of efforts along these lines, there will be millions who must have direct relief—or starve. Final responsibility rests on the federal government.

Exploitation At Home

By MARJORIE McFARLAND
Executive Secretary, Consumers' League of New York

IN March 1935, New York passed a law prohibiting homework manufacture except in industries where it can be carried on "without unduly jeopardizing the factory workers in such industries as to both wages and working conditions and without unduly injuring the health and welfare of the industrial homeworker himself." The day before the law passed one New York manufacturer advertised for home knitters in a small-town New England paper. He received two bushels of letters in reply. Even before that, one firm reported that it was sending work from New York City to be done in twenty-four states including some as far away as Texas, Colorado and North Dakota. Undergarments are shipped to Puerto Rico to be hand sewn and embroidered, for wages ranging from less than a cent to three cents an hour, and then brought back to be sold in Fifth Avenue department stores as cheaply as machine-made goods. But Puerto Rico contractors complain that they lose work because it can be done even more cheaply in Pennsylvania.

New York was the first state to attempt to control homework as an economic evil, but Connecticut has since prohibited it entirely with a few negligible exceptions. Gruesome tales of the spread of disease from homework goods aroused a germ-conscious public in the 80's to the first regulation of homework for sanitary reasons. The early laws in New York provided for licensing and sanitary inspection of homework in certain industries of particular health hazard. Later laws definitely prohibited the manufacture of such goods as food, dolls, and dolls' and infants' clothing in tenements, and provided sanitary regulation of other tenement manufacture. Although homework is found in every state and territory, only thirteen states besides New York and Connecticut have any homework regulation, and even this is very limited, confined to ineffective sanitary inspection with a few feeble gestures toward working conditions and child labor.

From the first, those familiar with homework conditions have known that it is inescapably tied up with the worst forms of economic exploitation, and the public has gradually come to realize that the spread of sweated labor conditions may be at least as serious as the spread of smallpox. Industrial homework is not—as too many people believe—a question of the use of leisure time to earn a little pin money. A comfortably situated woman may knit on a sweater for a while, put it aside and finish it in weeks or months at her convenience. Even though she sells it at the Woman's Exchange she is in no way comparable with the industrial home knitters whom the US Women's Bureau found in Philadelphia. These women knit steadily, forty to sixty hours a week for two weeks, in order to complete an elaborate lace-patterned blouse. For such a garment they are paid $7.50 to $8.00. They cannot knit at their leisure because the manufacturer has a definite order to fill in a limited time, and economic necessity drives them to meet his demands.

Homework is found in almost every industry where processes can be done by hand or by simple machines—embroidery, knitting, stringing beads, carding buttons and snaps, crocheting, cutting lace, beading, making lamp shades, underwear, artificial flowers and feathers, jewelry, gloves—to name a few. It is done on farms and ranches, in small-town homes and city tenements, in adobe hovels on the Mexican border or thatched Puerto Rican huts. Wherever they can be reached by mail or express there is an actual or potential supply of homeworkers. Their number is limited only by the millions of families whose income from relief or other sources is so low that they are in urgent need of a few extra cents a day and will accept any terms of employment to earn it.

Some of the workers are those who have been driven out of factories by the depression, but they are, for the most part, women without factory experience, unorganized and unskilled, or skilled only in traditional homecrafts. Many of them are foreign-born and non-English speaking. With no bargaining power in the labor market they are completely at the mercy of the least scrupulous employers. How far such employers will go is shown in the reports of federal and state labor departments of wages of one cent an hour with ten cents rated as "good pay." Hours stretch through the whole waking time of the worker during rush periods; it is not uncommon for an employer to give out a stint in the evening to be returned the next morning. Very young children help with the simpler work. The US Department of Labor reports that 17 percent of the workers on dolls' dresses interviewed were children under fourteen.

It is hard to believe that these conditions exist in a civilized country but the Consumers' League of New York found them in New York in 1934 in a state which limits the hours of work of women in factories to forty-eight, prohibits night work of women and the labor of children under fourteen, and has a minimum wage law.

WITH the combination, during the depression, of the demand for "bargains" and the plight of the unemployed, homework flourished as never before. It is obvious that homeworkers cannot live, let alone support a family, on the wages quoted. So the Women's Bureau found that in various industries 15 percent to 50 percent of the families interviewed were receiving relief. Undoubtedly a large proportion of the rest were on the ragged edge. With a grocery order furnished from public funds, fifty or even ten cents a day can keep the gas turned on and pay something on the rent to stave off eviction. I have known relief workers who encouraged clients to work for such wages to prove their independence. Even some with better economic sense push families back to the limit of their "invisible resources" without inquiring too closely what those are. But low relief budgets are in themselves a sufficient driving force.

With this indirect subsidy from taxpayers, homework has constituted disastrous competition for factory industry,

pulling wages down to its own level. Factory employers complained that they were being taxed to support the homeworkers and competitors who were running them out of business, and were the most earnest advocates of the abolition or strict control of homework in almost every NRA code for industries in which it was a factor. These provisions were effective only where the unions were strong or homework was negligible anyway. Elsewhere the machinery for enforcement was inadequate. In any case, the Schechter decision has turned the problem back again to the states, and it is an urgent one.

In some sections homework is not yet extensive, but it is such a fluid evil that as it is eliminated in one state it springs up in another, literally the next day. To evade regulation a manufacturer need not move factory or equipment; he need only change the names on his mailing list. Each state which delays in setting up effective control will find the volume of homework with which it must deal increased tremendously. We hope soon to reach the point where no homework will actually be done within the borders of New York, but we cannot prevent New York from continuing to be its greatest employing and distributing center.

There is no question that state control should be aimed at complete abolition. It sounds very well to say that there is no harm in homework if it is brought up to factory standards, but there is no known method by which this can be accomplished. Probably the best conditions now existing are those in fine glove making in Johnstown and Gloversville, N.Y., where the union is powerful enough to negotiate for both home and factory work. Even there homework piece rates are 10 percent below those for factory work, and earnings are further reduced by the costs of power, oil, needles, repairs and the original purchase of machines. About a tenth of the workers interviewed by the Women's Bureau admitted receiving help from children in the family, and cases were reported of rush orders done overnight. No state inspection which is remotely practicable can enforce hours, wage and child labor provisions in thousands of scattered homes. Years of experience have shown that even sanitary inspection can detect only the worst cases of dirt and of chronic disease. The whole family may have scarlet fever between inspections and work all the harder to pay the doctor's bill.

Granted the aim of the law, should it be a flat prohibition as in Connecticut, or a gradual tightening up as in New York? The New York law provides that the Industrial Commissioner may prohibit homework wherever it constitutes unfair competition or is harmful to the homeworker. Taken literally this would mean in all industries, but it will be administered to deal with the worst offenders first and extended industry by industry.

Experience under the codes demonstrated that it is far easier to prohibit homework in law than in fact. There is no more difficult problem to labor law administration than homework, requiring endless patient, intensive work to trace it to its source of thousands of large and small employers, often factory operators who can conceal the practice. In states where homework is small in volume and confined to a few industries, it should probably be dealt with on all fronts at once before it gains a further foothold. Where it is widespread and firmly entrenched as in New York, "a law against it" is an empty gesture if it goes beyond the practical facilities for enforcement.

The US Department of Labor is actively stimulating action in all states, but even so results will come slowly. Meanwhile, each state can prevent the exploitation of its own homeworkers. No state can protect its factory workers or employers from the competition in its own markets. At the request of the National Conference on Labor Legislation held in Asheville this past fall, the Department of Labor has begun an investigation of the shipping of homework from state to state and the possibilities of its federal control. There is no field in which the exercise of federal power over interstate commerce seems more clearly applicable or in which it is more needed.

Seven Boys Try Group Guidance

By ARTHUR T. ORNER

Psychologist, Child Guidance Clinic and Joint Psychological Service, Cleveland

and

EARL W. MUTCH

Research Assistant, University Neighborhood Centers, Cleveland

SEVEN young men, members of a club in the University Neighborhood Centers in Cleveland, are the subjects of an experiment in group vocational guidance, definite achievements of which are already apparent. The agency shares the purposes and program of all settlement houses, but differs in that it was established as a training center for students in Group Work at the School of Applied Social Science of Western Reserve University. Considerably more emphasis has been given to research and experimentation than is possible in most settlements. All seven members of the vocational guidance group are employed. Bob is an office clerk, Joe and William work in advertising offices, Chester is in a manufacturing jeweler's shop, Gene works in his father's restaurant, Nick and Bill are steel mill laborers. They range in age from 19 to 24.

The guidance experiment was first discussed with Abe Bonder, leader of a camera club in which the seven young men were active. He, in turn, broached to them the subject of finding the vocation for which one is best fitted, and in response to questions, recommended the Strong Vocational Interest Test as a good starter. Several of the boys filled out the test blanks and then scored them for certain occupations they had in mind. The response seemed to indicate a real interest in vocational guidance. A trained counselor was then found who was willing to contribute his services on Saturday afternoons and week-day evenings. (This ex-

plains the collaboration of the two writers in the experiment.)

When it was suggested to the group that the services of a psychologist and vocational counselor were available, they requested that he be invited to one of their weekly club meetings. From this point on the responsibility for carrying through the project was thrown upon the shoulders of the boys themselves. Later developments showed that the group felt that the project was their own and not merely a form of supervised activity. The initial rapport between the boys and the counselor was elicited by means of informal group discussion.

THE first contact with the group indicated that the boys' interests in vocational guidance centered in better jobs through the simple process of "taking a test or two." This notion was early dissipated by an explanation of the value and the limitations of tests and measures. Particular stress was placed on the need for personal guidance. Five hours of discussion, covering three periods, were necessary before the boys grasped the idea that no definite vocational plan could be formulated on the basis of a test or an interview—or both. Only then were the various tests administered, followed by group and individual discussion and interviews.

Since only limited time was available for the project, extended over a number of months, group tests were used: two intelligence tests, a written language comprehension test, a scaled information test, two mechanical ability tests, two personality schedules, and a vocational interest locator. Three sessions were necessary to administer this battery.

The young men were found to range in mentality from low-average to superior. These findings were substantiated by the academic achievement of the group, which showed completion of grammar school to high school graduation and included one year of business college and one enrollment in an evening college course.

Mechanical abilities were found to range from inferior to superior for life-age comparison. Similar distributions were obtained for written language comprehension and fund of general information.

The personality schedules showed fair to good emotional adjustment and relative freedom from neurotic tendencies. There were no evident personality deviations which could be construed as "abnormal." In general, the seven boys represent a small cross-section of young manhood in the middle socio-economic bracket of current American society.

PERSONAL interviews disclosed ambitions and strivings but little in the way of definite vocational plan. The expressed vocational interest was not clearly defined in terms of acquaintance with the field, requisite education and training, financing such training, availability of placements, or even personal qualifications. Only two boys were employed in the general field of desired specialization but even these had not clearly outlined future training plans.

A serious attempt was made to interpret to each boy his potentialities and how they might be utilized. General fields of work rather than specific vocations were used as illustrations. Personality assets and liabilities were discussed in the general sessions and specifically applied in the personal interview. Emphasis was placed on having each boy review himself objectively; one method was to have him list his assets and liabilities, physical, mental, social, and so on. The results of the tests and conferences were gratifying. As one of the subjects expressed himself: "It [personal interview] was more like a confessional. I could talk freely because I was understood. Before this I had ideas, but could not tell them to just anyone."

In order to ascertain group opinion as to results accomplished and further procedure, we asked each boy to give a personal evaluation of the project. The consensus of opinion indicated that the experiment had enabled each one to crystallize his vocational thinking and to attempt to capitalize mental and personality traits assumed as assets. It is too early in the study to predict final outcomes in terms of vocational accomplishments.

THE two reports given below are representative of the group feeling. While not intended for publication, each boy has given permission to include them here:

When I was going to high school, I chose a commercial course because my sister had taken one and I didn't have anyone to consult with on the matter. I say I chose it but literally it was sort of thrust upon me because my parents didn't take an interest in my life work and neither did anyone else.

After graduating from high school I knew I wanted to go further to school, but I didn't know what to specialize in; so, as my sister went to a business school, I did the same. Here, again, I had no one to consult with in my life work.

After working for about three years at different office jobs, I came in contact with a man working in the line of helping others with their life work. In working with him for about eight months I can say this: I have told him of my situation and how I feel on certain things that no one else seemed interested in. On taking certain tests he has found out my potentialities for different kinds of work and I have found my interests expand. He has explained to me what it takes in time and investment to begin specializing in a certain line. As we have been working approximately eight months, this is all I have to write.

The second boy is more specific in relating the details of the guidance project to his broadened outlook:

In reviewing the discussions and the tests I have taken under Mr. Orner, I find the greatest benefit I have derived is the fact that I have gained more confidence in myself.

Previous to the time of the examinations I had been interested in several different ideas but as time went by my interest was gradually waning and my mind was falling into a sort of lackadaisical rut partly because I could not make a choice and the fact that I had no one to inspire me. I believe this is true in most other cases also because I have talked this attitude over with different people and this always seemed to be the case.

These tests that I have taken were only taken for the sake of having something to do at club meetings but even after the first talk which was merely explanatory I began to take great interest in them. After I took the different tests I found that I was gradually gaining interest in the different ideas which were lying dormant in my mind. I began to overcome the mental obstacles which I was placing in my path. I was gaining courage in myself.

My ambitions and interest gained their highest degree after I had a final discussion with Mr. Orner and he more or less centered my mind on one idea. I was even more jubiliant when I put his advice into practical use and found successful reports.

I only wish there could be more of these tests which were few since I believe they inspire one to continue and guide a person until he is on the right track for success in life.

Relief Workers' Unions

By JOHN S. GAMBS

Regional Adviser on Labor Relations, Works Progress Administration

THE recent three-hour strike of relief workers in New York City raises questions about unions and collective bargaining in the minds of those employed by relief administrations. Since the movement for unionization is widespread—there are organizations in Chicago, Philadelphia, St. Louis, New York, and other cities—a sane evaluation of its implications is needed.

With the coming of the WPA, evaluation now may seem less useful than it would have been a year ago. We still have social workers, however; and although relief administrations are being dismantled, many former investigators, even in private employment, may be confronted with the problem of whether or not to join a union.

Many questions on this subject have been put to me in the past year by investigators, relief administrators, and teachers of social work. "Should we demand public hearings?" "Shall I arrest those pickets?" "What's wrong with firing every last Communist on my staff?" In the remainder of this article some of the most frequently asked questions will be stated, followed by answers which, in a process of thinking together, have met with some degree of approval. The replies, however, are not final statements; the experience of the reader will often suggest others.

How does a union differ from a professional association?

Associations are concerned with social work; unions with working conditions. Membership in an association presupposes a strong background of training and experience; membership in a union is open to the humblest employe. The pert, gum-chewing stenographer who would fall asleep over the best paper published in the convention proceedings may be without peer as a union organizer. The union is concerned intimately with the welfare of a special group; the association broadly with the welfare of humanity.

In view of that answer, isn't it unprofessional to join a union?

Unprofessional because, in a union, janitors and stenographers meet on an equal footing with trained social workers? Or unprofessional because the union is concerned with vacations, pay, arbitrary dismissals, rather than with housing programs, or the implications of the Social Security Act? If the former be the objection, one might cry shame! And snob! If the latter, one may say that fine words about housing or social insurance butter no parsnips.

But let us take a different approach. What is a profession? We may quote Secretary Perkins:

> . . . it is for the public interest that those obligations should be defined by labor itself and that such discipline as is necessary should be self-imposed and not imposed from without. This is the basis of all professional codes of ethics in modern society.

This suggests that any worker may become a professional if the working discipline is imposed from within rather than from without.

But if a teacher, let us say, has to sign in and out; if her non-attendance at institutes is set down in the principal's black book; if she is compelled to teach prepositions only in October and verbs only in May—under such circumstances the upbuilding of inward controls may languish. In similar fashion, investigators ordered to follow arbitrary rules made by local politicians may lose the desire to apply professional standards to their work.

Thus, the investigator may join a union under either of two impulsions: first, that talk of professionalism is tommyrot; second, that a professional group which lacks proper recognition, can achieve its end only by collective action.

What of the investigator who has not been irked by petty controls; who has been free to conform to his code? Should he join a union? Here the answer depends upon whether most of his colleagues are equally contented. If contentment results from individual luck, or special talent, there is more obligation to act with one's fellows than if it results from the excellence of local working conditions.

Many professionals belong to unions—teachers and musicians for example. The union of news reporters furnished the old labor board with one of its most celebrated cases. Finally, let us remember that one may be an active member of a professional association, interested if you will, in the progress of the race, as well as a union member fighting for a five-dollar increase in pay. The two lines of action are not inconsistent.

If I should join a social-worker's union, does that mean that I join the American Federation of Labor?

At the present writing, no union of social workers is affiliated with the AF of L. Local unions may affiliate, if they comply with certain requirements. Such matters are up to the membership to decide.

Do people who are not radicals join unions?

There are lots of teachers who belong to the teachers' union, and who are the least militant people on earth. Union membership is not an index of radicalism. The question has, however, a real point. Bill grows up as the son of a union bricklayer, and becomes first an apprentice, then a bricklayer and union member. He takes his unionism in his stride, for he has lived with it all his life. But Mary, whose family numbers lawyers, senators, and writers, has grown up with the notion that unions are for people whose hands are horny and black. She goes to Vassar, studies social problems and Marx; at twenty-one she has an emotional conversion and wants to reform the world. As a social worker she goes union whole hog. Because of these circumstances and others, there is perhaps more radicalism in the so-called white-collar unions than in craft unions.

I think you have evaded the point. The leaders in the union I know best are a bunch of Communists. They have rigged the rules and by-laws so that only Communists can get elected to office. They misrepresent the membership.

It is true that officers have a strategic position in an or-

ganization. But, on the long pull and in the end, the quality of the membership rather than the accidents of election, will most likely determine the kind of organization you have. It will be left, right, or middle, depending on the energy and ability of your median group.

The leaders of a social-worker's union in New York are forever talking about collective bargaining. What is that?

Collective bargaining is an application to our working life of the democratic notions which we are accustomed to apply in political life. We talk to the boss as our equal, without fear of discrimination or dismissal. We tell him our just grievances and know he won't fly off the handle.

But are unions needed to enable me to talk to my boss as an equal? Or to present reasonable complaints?

Not if your organization is small. But if there are several hundred investigators under your director of relief, you probably never see the boss—much less talk to him as an equal or otherwise. Even if you could, you and the clerks and stenographers and aides, it would be very difficult to have all your individual complaints adjusted.

One function of a union is to systematize the complaints of the group, and to present the important ones in orderly fashion for adjustment.

I hear union officers talking not only about the adjustment of complaints, but also about taking part in decisions which relate to policy. I thought Harry Hopkins and people like that made policies.

There is a veritable hierarchy of relief policies, federal, state, and local. Your union officers probably refer to local policies primarily. My experience with unions of relief workers—as well as with unions of those on relief—is that they waste a lot of energy trying through demonstrations, picketing, and harangue to secure concessions which could not possibly be made unless Congress had appropriated twice as may billions as have been made available, and unless the entire philosophy of relief were changed.

The right to have union officers sit with all local committees that determine policy has been asked by unions of social workers. If the object of this is to have a representative sitting at the inner councils who, having gained confidential information, is now ready to divulge intimate municipal secrets to the world, then it is understandable that administrators should hesitate before granting this privilege.

On the other hand, it seems to me that unions have a right to demand that officers be informed of tentative policies which would affect directly and immediately the welfare of the worker. If mass lay-offs or wage cuts are contemplated, union officers should be consulted. Their advice, for example, as to who should be laid off—what classes, whether by seniority or rating—is extremely valuable.

Entirely apart from the justice of the cause, I am opposed to strikes. If I join a union, and it orders a strike, will I have to strike, too?

Well, you can always resign from your union if a strike vote is taken and the decision to engage in a stoppage is made. You can even go to work during the strike, although there may be people who, as you walk into the door, will call you a scab. But that would happen whether you belonged to the union or not.

But when you work for the city government, isn't it like revolution to go on strike?

Answers to this question are hard to give. Although many of the government employes in Washington are in unions, they do not proclaim the right to strike. The police strike in Boston, which elevated Coolidge to national prominence, was denounced as a revolutionary act by many commentators. Strikes often depend for success on favorable public opinion. Since strikes against any kind of government frequently arouse hostility in a community, it would perhaps be better to say that a strike of relief workers would be unwise, rather than revolutionary or illegal.

But after all, how can you strike when you work for a city government? Are not we, as taxpayers, voters, part of the city government? Isn't it all quite different from private industry? Isn't the mayor and isn't the relief director a servant of the people, just as the relief worker is?

Quite right, and for that reason, there are many limitations on collective bargaining when engaged in by municipal or state employes, which do not exist in private industry. You cannot, for example, execute signed agreements in precisely the same way that miners or clothing workers do. On the other hand, you are an employe, after all; and the local administrator, even though he be an employe as well, is your boss. The problem presented here should be pursued in the authoritative studies on this subject written by Sterling Spero.

The union I am thinking of joining talks a lot about free speech and free press. I thought the Constitution guaranteed things like that.

It is possible that your union leaders have in mind the famous Sidonia Dawson case in New York. Without going into this long controversy, let us grant that some directors of relief may dismiss workers who publicly attack their policies. Unions feel that this is an unwarranted denial of the right of free speech. Some relief workers might also be discharged for innocently releasing information to the press by a premature statement.

My feeling about this question—and it is one which I have had the greatest difficulty in thinking through to an answer which satisfied me—is that a dismissal of this sort might be put up to a neutral board for decision. And in cases which, though not involving free speech, present knotty questions of ethics, the recommendation of a neutral board, democratically chosen by the administration and by employes, might be helpful.

The president of the relief workers' union in my city is not now employed by the relief administration. He lives off the dues of the members. Shouldn't an officer be an employe?

Your union has, apparently, got along pretty far in the world! Indeed, it would be better if union officers were unpaid. No doubt our large labor unions suffer from bureaucracy. Yet how absurd it would be if President Green of the AF of L had to spend eight hours a day digging coal. He is a man of large affairs. The head of a big, active union already has a full time job.

But the question has wider implications. Many employers resent having to deal with a union officer who is not in the family. Often the motive is selfish, for an employer feels he can bargain more sharply with one of his employes

than with an outsider. Regardless of the feeling of the employer, and of the membership about an officer from outside, a union should demand autonomy in its internal affairs.

In our city there is a union, but it represents only a minority of the employes. Most of us are satisfied with working conditions. Is there any moral, professional, or other obligation on me to join a minority organization which listens to a lot of agitators?

If your question describes the situation exactly, I would doubt the wisdom of encouraging such a union by becoming a member. You say that most of you are satisfied. What real evidence is there that dissatisfaction is limited to a very small group? Some employes will not grumble because they are tactful, others because they are indifferent, others because they are afraid; there are the wise, the ambitious, the hypocritical. The true temper and spirit of a working force is not easy to fathom. To discover it, merely on the issue of unionism, secret elections under federal auspices, have been used as a device. Sometimes even these have failed to tell the story.

The charge that a union fails to represent either the working force or even its own membership is the stock in trade of the anti-union employer. Sometimes he may be entirely right; sometimes he may be technically right, in that if the workers followed wise leaders instead of demagogues, their demands would be more justifiable; the fact that demagogues can round up a following, however, argues that labor relations are none too good. Usually the employer who blames unrest in his plant on "outsiders" or "agitators," is wrong; the thing at fault is, immediately, his handling of labor problems; at a second remove, it is the prevailing social and economic winds.

I'd join the union, if it weren't for the coercion and pressure used by members and organizers. Jane's aide, who is an active member, has threatened to give her a low rating if she doesn't join.

Unions have used even worse pressure in urging members to join. One miners' union—so eager was it—once cracked the knuckles of truck drivers with baseball bats after pulling alongside on motorcycles. The trucks contained members or potential members of a rival union—all on their way to a mass meeting. The drivers lost control at high speed. Scores of men were injured and some killed.

Pressure to join a union ranges from death to something so gentle that it resembles community chest or Red Cross drives. Pressure is legitimate up to a certain point—in salesmanship, in stimulating larger church collections, in wooing a woman or landing a husband—why not in unions? If this is conceded, the argument remains that too much pressure is being used. There seem to be at least two ways of meeting this problem: don't join a union whose tactics antagonize you; join, but use your leadership qualities to make improvements—bore from within.

The use of questions and answers has to some degree given this article the appearance of a forum, or of a debate, in which the honors went to the answerer, who took a pro-union point of view—even though he told the reader that some union members have wantonly killed members of other unions, and has presented other damaging evidence.

As a matter of fact, the writer is pro-union. He concedes that there are bad unions. He wishes there were peace on earth and good will towards men—for then there would be no need of unions. But in this imperfect world, there seems to be a place for workers' organizations; and sometimes even bad organizations are better than none.

Public Welfare and Public Opinion

By ELWOOD STREET

Director of Public Welfare, District of Columbia

PUBLIC social work has reminded me recently of an elephant in a zoo, pursued by a vindictive mouse of criticism and shuddering and trumpeting before the little beast to the edification of the onlookers.

It seems evident that public opinion is in a bad state regarding all social work. There is much talk of the depression being over and of people who won't work, and much criticism of social work and social workers. Although all social work which has failed to interpret the human needs and services of its communities is to blame for this state of affairs, public social work is especially delinquent because in general it has not had a progressive policy of active interpretation of what it was trying to do and how it was doing it. The interpretation of public social work has been largely negative—waiting for criticism and then saying, in effect, "You're a liar," or else defensive or apologetic. Only rarely have there been positive and aggressive efforts to inform communities of the functions and services of their public agencies.

Public social work has a responsibility which it cannot dodge or abdicate. Within the scope of its varied institutions and agencies are probably ten times as many people and ten times as much money as private social work ever has had or ever will have. Moreover, as every well-informed person knows, there is every likelihood that its scope will be greatly expanded during the coming years. Public social work is here to stay on a new scale—but to fulfill its obligation for adequate and effective service it must create an informed public opinion where now there is ignorance, and reluctance to finance necessary services.

It must be realized that public welfare competes for its funds with other necessary services—fire protection, police, education, streets, health, parks and playgrounds and so on. It must be admitted however that it has built up much less acceptance for itself in the public mind than almost any of the services with which it competes. Social workers, whether public or private, cannot take it for granted that funds for public welfare are any more important to citizens, city councils and state legislatures than other forms of public expenditures. I do not mean that other necessary public services should be curtailed to provide public welfare funds, but I do mean that only effective and continuous interpretation will bring home to taxpayers and appropriating bodies that public welfare is a vital governmental

activity and must be maintained along with many others.

As I see it a new and positive approach is needed to the understanding of public social work, based upon a consistent philosophy and a competent performance of that work and upon the use of a continuous and varied technique of interpretation.

The philosophy of public social work must be that the community as a whole, broadly interpreted, has an obligation for the welfare of its people as a whole. The problems of public welfare are too great for handling by private philanthropy. Private social work has its place of course, a necessary and important place, but public social work must unquestionably be charged with responsibility for the whole problem, in the whole area of the community, within the whole limit of legal responsibility.

ALONG with responsibility must go competent execution. Private social work has made a large contribution to public welfare development through the infiltration of its trained workers in all ranks of the service. Many schools of social work are now training their students in public social agencies and public officials are accepting increasingly the importance of skilled social workers. The prospect for a steadily rising level of competence in public agency personnel—and by that token the competence of agency performance—is, I believe, better than ever.

But competent social work grounded in a broad philosophy does not speak for itself. A thoughtless public is only too willing to think ill of that of which it does not hear good. Complainants are invariably more articulate than those who are satisfied. Private agencies have developed programs of interpretation of sorts because they must be known and understood by a considerable body of citizens if their voluntary support is to be forthcoming. Public agencies are only now beginning to realize that they require interpretation just as diversified, as varied, as intelligent and as thorough-going as that of private agencies. This does not mean the hullabaloo of a money raising campaign, but a continual flow of information and facts, statistical, financial and human. There need be no competition here with private agencies; rather, the closest cooperation is indicated. Certainly, representatives of public and private social agencies concerned with an informed public opinion should confer upon their problems, agree upon their plans and carry them out persistently, cooperatively, harmoniously and without duplication or conflict. The human welfare problems of a community must be interpreted as a whole.

The business of interpretation is perhaps easier for public social agencies than for private because the public official does not labor under the suspicion of "press agentry," especially among the newspapers. The public social worker, ready to give information regarding his service, is usually more cordially received than the private social worker, suspected of seeking publicity for the purpose of financing his organization and incidentally his own salary.

But public social agencies in general do not employ publicity representatives. They do not, except rarely, have anyone whose whole duty it is to seek out and develop channels through which information may reach the public. They depend largely on the fact that newspaper reporters covering city halls or state capitols include public welfare agencies in their "beats" and use such material as they happen to find. As I have observed public agencies, it seems to me that they have not grasped the importance of public opinion and, in consequence, have failed to use their available opportunities and facilities for informing the public.

Perhaps I can illustrate what I have in mind by suggesting some of the things a director of public welfare might do by way of interpreting his department and its work. This department presumably is located in the city hall through which newspaper reporters range regularly. The director can and usually does give the reporters the monthly statistical reports of the institutions in his bailiwick. But he can, if he will, interpret these reports with little stories that point them up and bring out features of interest or significance in the life of the community. Especially he should keep the reporters informed. They will challenge him with innumerable questions regarding changes in policy, criticism of his institutions and so on, but he should answer fully and frankly, taking them into his confidence and explaining his reasons when it is necessary that he should not be quoted. This confidence is not likely to be abused. An informed reporter is a helpful one.

The director can organize committees on interpretation among the staffs of his various institutions and can train them to turn in accounts of events of presumable news interest. He can offer the newspapers suggestions for possible interesting photographs in the institutions. He can make sure that surveys which are made by the research department, if he has one, are suitably summarized for publicity purposes. He can see that the annual reports of his institutions are given to the newspapers, section by section, with interpretative notes, rather than in a single lump too comprehensive to be comprehensible. He can organize an annual meeting with attractive programs including exhibits of the work of the public institutions to which all employes, the public and the newspaper men are invited. He can see that important events in the history of his institutions, anniversaries of their founding, and so on, are suitably commemorated. He can constitute himself a source of acceptable idea for "feature stories" with suggestions on where in his institutions will be found the "color" and human interest to make them vivid.

He can see that all complaints to the newspapers regarding the work of his institutions are promptly and clearly answered; that blame is not dodged, that full facts are presented. If he plays fair and doesn't ask for the suppression of anything, he can arrange with the newspapers so that complaints come to him for comment before they are published instead of waiting for a second day answer which never quite catches up. May I interject that never in twenty-two years of trying to interpret the work of social agencies, have I known the person who complained to the newspapers to tell the whole story.

BUT interpretation should not be limited to papers. The director of welfare may prepare a brief readable monthly statement concerning the activities within the department and its various institutions. This should go not only to his board, if he has one, but also to various city officials and to the newspapers; as well as to the superintendents of the various institutions it discusses. The statement or a summary of it might well be sent to interested citizens who are in key positions in the community—ministers and the like—who may help in the building of public opinion. For each of his institutions he may form visiting or advisory committees of representative citizens who will observe its problems and methods at first hand

and interpret them to the community. If good aggressive leadership can be found, free of political bias, a local public welfare association can be organized, to promote the improvement and development of services by means of discussion, public meetings and so on. Then there is the monthly news bulletin which keeps staff members and a small but actively interested public informed about current work and policies. Bulletins of this kind, issued by public departments, are briefly described in Interpretation of Public Social Work, a bulletin of the Social Work Publicity Council, 130 East 22 Street, New York.

Local radio stations are often glad to have single talks or whole series, if they are good enough, by members of the board of public welfare or the heads of its institutions. Members of the board and of the administrative staff who are good and willing speakers may be listed as available for speaking appointments with clubs, churches and other groups.

Stereopticon slides may be prepared or amateur motion pictures made to embellish these speeches. The same slides in an automatic stereopticon may be shown in store windows. Exhibits may be prepared with the help of institution carpenter shops for display in windows, churches, club rooms and similar places. Cooperation may be developed with the public and private schools to include the discussion of public welfare problems and processes in civics and social science classes. Dramatic clubs and other groups may be stimulated to give social work plays.

These are only a few of the ways in which the alert public welfare executive or one of his staff may engage in the continuous interpretation of public social work. The list might be extended, but enough suggestions have been given to indicate that the mechanism, the media, and the opportunity all exist for continuous, effective and diversified interpretation of public social work.

Clearly public social work must and can be interpreted to the public. There remains only the determination to go ahead and do it. Instead of shuddering before public opinion, the elephant of public welfare must trumpet forth its facts and well founded opinions, drive back into its hole the mouse of vindictive criticism, and assume a rightfully respected place in the variegated zoo of agencies—social, civic, business, educational, religious—which make up the organized life of community, state and nation.

why i do not think i would make a good rural case worker

after reading the rural community and social case work by josephine brown

by marilla rettig

with apologies to archie mehitabel and don marquis

dear boss
i just finished miss browns book
and i dont wanta be
a rural case worker
on account of i dont claim
to be a superwoman or
a paragon
period
the only women who ought
to even think of this job
oughta be old maids
on account of
they are the only one
who would give a
lifetime to
a community program
and they wouldn't care
if there wasnt
any place to go
when they quit work
except home
exclamation mark
moreover
boss what worker
could possibly have
all those qualifications
laid down by miss brown
question mark
by the time she learned
how to be a bookkeeper
treasurer stenographer
file clerk statistician
case record writer
and what not
as well as public speaker
amateur farmer psychologist
fund collector and interpreter
of what the board is and does
and tactfully so too boss
and has six years in college
with courses in agriculture
and farm management just
thrown in for good measure
and three to five years experience
preferably rural
what i mean is boss she would be
very aged no less
period
and when she starts on the job boss
and carries 400 cases
and covers 1000 miles
maybe without an auto
on account of she cant
get the board to give her one
and talks the pta into
giving roller skates to the kids
and county fairs into giving
rest rooms
and the state hospital to lend
a psychiatrist
and gets papa farmer to see light
and farmers children to see papas side too
all these she must do besides having judgment
commonsense patience and humor
and a constitution unbeatable
and boss miss brown even
expects her to remain friendly
and to all free from prejudice
and while in rome to do as
the romans do though to
tell the truth boss there
isnt anything else to do
if she doesnt want the
romans to talk about her
and all that priceless personality
boss for a measley 2400 a year
it aint right boss really
with all that she oughta be
president at least
period
and then boss in her spare time
miss brown wants her to be an
amateur photographer or
butterfly chaser for her own recreation
and boss while there is life
in the old dame yet i dont
wanta try it please
on account of
i cant take it

Transients in No-Man's-Land

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *How can we "send back" people with no place to go? For example, what about—*
>
> *The Joneses, seven in all, who reluctantly agree to go back, but change their minds en route and turn up again on your doorstep?*
>
> *Mrs. Wilson, and her wheelchair, passed on by someone who thought it a good idea to send her back to the state where she grew up, but bought her a ticket only half way?*
>
> *The elderly Fosters, with two bright young sons, for whom going back means the poor farm and the break-up of the family?*

MISS BAILEY was about ready to call it a day when Miss Tucker put her head in the door.

"It's the Joneses, Miss Bailey. They're back."

"The Joneses—back? It isn't possible!"

But it was possible, for there they were in the outer office: father, mother, four children and a chipper little grandmother—the brains of the lot. And down at the door was the tatterdemalion car that only the week before had been oiled and gassed to transport the Joneses across four states back where they came from. Miss Bailey had counted the Joneses departure as a minor triumph. Food for the four-day trip was stowed in the car, the direct route marked on a road map, overnight stops and additional gas and oil all arranged for and everything fully agreed to by the Joneses.

To be sure it had taken the Joneses some time to decide to agree. They had pulled out of Theirtown because they couldn't make a living and, with the relief allowance only $2 a week, had nothing to lose. The grandmother had engineered it, trading the cook stove, the bedsteads and the surviving chickens for a deplorable old car. It was she who had learned the ropes of the transient service and opposed the idea of going back, "just when we've got to liking the place."

But even she had shrewdly seen that the chance for a WPA job was better in Theirtown, and that if she was to get an old age pension anywhere it would have to be there. She understood too that unless the family got back within the year of their departure every right of their long residence would be forfeited.

A whole sheaf of letters in Miss Bailey's file testified to the completeness of the plan to send the Joneses back where they belonged, and to get them there—a matter of days—before they lost their rights.

The only trouble with the plan was that it hadn't worked. The Joneses should have been in Theirtown four days ago. Instead they were in the outer office this very minute.

"What happened?" It seemed to Miss Bailey that only a first-class earthquake could have precipitated such a catastrophe.

It wasn't Miss Tucker who answered but the voluble grandmother who had crowded into the office.

In the first place they'd decided to take another route and to see a little more of the country—goodness knew when they'd have another chance—and it had rained so they laid over a day; then something broke on the car and another day was lost. The real trouble though was in the reluctance of relief offices to supply gas and oil without authorization. ("And we'll still have to fight out the reimbursements," Miss Bailey told herself.) With so much bad luck it didn't seem as if it was meant for them to get to Theirtown, so back they turned—"I reckon we'd best go to the shelter tonight and tomorrow you ladies will want to make another plan. There's four hungry children to think about."

The only plan Miss Bailey felt like making at the moment was one for the liquidation of this sharp old woman who had known so well how to get what she wanted. The family was legally transient now, without settlement anywhere, and transient they would be until they could maintain themselves for twelve consecutive months without public assistance. Another few weeks and there would be no federal funds for such as they, nor state or county funds either. "They can't stay here. Send them back where they came from," was the order.

From the outer office came the cry of a child. Miss Bailey reached into her desk for the order on the shelter. The old woman was right, there were four children to think about. Their needs were imperative, their rights were clear. But how define or enforce them in the face of laws and rulings all tangled up with unpredictable human nature? The shrewd stubborn will of the old grandmother was probably an element of strength in the family situation. Perhaps the plan should have rested on that factor instead of on laws that change from state to state with gaps for people like the Joneses to fall through.

MISS BAILEY hadn't the least idea what was going to become of the Joneses and the people like them who refused to fit into any theoretical solution of their problem. She had no answer to her own question "What next?" but back of it was conviction that the forces of human decency must ultimately prevail over ill-conceived local laws and short-sighted national policies. The old woman had said "There's four hungry children to think about." That was something you couldn't get away from.

Few of the shifts in the relief program have so disturbed the workers close in on it as the wind-up of the federal transient service and the increasing local pressure to send people back where they came from. Such a policy, they say, ignores both legal and human realities. The WPA, their experience indicates, has served somewhat to check new transiency and to draw back to communities many people who had not forfeited their legal rights. The "security wage" held a hope that relief, thin and uncertain, did not.

But the liquidation of the transient service assumes that every human being belongs somewhere and that the community where he belongs is willing and able to accord him his "rights." That, workers say, just isn't so. Too many people don't belong anywhere, and too many communities

do nothing more than pass the buck back and forth.

"We are already beginning to get a few pass-ons from places that have clapped on the rule to send them back," says a travelers aider in an eastern city, "Anyone of them demonstrates the stupidity and futility of blanket rules for human beings, and often senseless cruelty besides. We were just closing up one night last week when a taxi driver trundled in a half comatose woman in a device concocted of a folding chair and old bicycle wheels. He had picked her up at the bus station, where she had landed after a twenty-four hour trip from the west with only such food and attention as other passengers gave her.

"The story, as we pieced it together, was this. Mrs. Wilson, her husband and two boys had for years toured with a carnival. They'd never had a home. Three months before, Mrs. Wilson 'took sick' and went to a hospital in the town where the carnival was showing. About everything was the matter with her—including diabetes and arthritis. Of course she couldn't travel and the husband and boys had to go on with the show. No one had any money, but a hospital cared for her as a transient.

"THEN came the ruling to send people home. Mrs. Wilson didn't have any, but at some time or other she had mentioned to a worker that the only place she had ever called home was the seaboard city which she had left when she was fifteen. That was enough. They bought her a bus ticket this far, rigged the wheel chair, gave her the address of this office and sent her off. And here she was, completely helpless and in need of hospital care.

"But that wasn't so simple, for our hospitals have their rules, and they weren't taking in stray chronics if they could help it. It took an hour of telephoning to bully one of them into taking her for twenty-four hours. We put in the next day in a frantic effort to find some sort of a status for that miserable woman who fell between all the rules of public agencies and for whom no single private agency could take responsibility. We might have worked out something with the local transient bureau, but before we could turn around the hospital, quite pleased with itself, found the answer. One of the doctors had been so touched by the idea of Mrs. Wilson returning to the one place on earth that she remembered as home, that he had taken up a little collection to buy her ticket the rest of the way. At that very moment she and her 'funny little chair' were on the bus, and by night she would be 'home.'

"Don't ask me what became of her. I don't know. And if I let myself ask my mind begins to give way. Can you imagine her dumped off the bus, with no place to go, no institution willing to take her, not a friend or relative in the place? What was the reasoning of the people who shipped her off in the first place? They didn't have to. Rules or no rules there are ways, as good workers know, to avoid such callous treatment of human beings.

"I seem pretty wrought up, don't I? Well, I am. Wrought up over this casual business of passing on helpless, bewildered people, transient not by instinct or desire, but by circumstances and illogical settlement laws."

There is no doubt in the minds of workers, whether in public or private agencies, that many transient families have a better chance to make a decent life for themselves in communities where they have roots. But even when logic and reason point to their return, there may be intangible human factors involved that make it of doubtful value either to the families, to the communities or to society.

"Everything in my long experience," says a worker transplanted from travelers aid to transient service in a mid-west city, "tells me that the more we put the screws on people to force them back where we think they belong, the less likely are we to accomplish any lasting good.

"Few of the cases are simple; some of them need a Solomon to fathom the issues of ultimate wisdom. Take the Fosters for instance, the oldish but devoted parents of two bright, ambitious boys of twelve and fourteen. They left their little home town, practically all of it on thin relief, when, in one of the periodic purges of the relief rolls, some one decided that the parents should go to the poor farm and the boys be—well, they didn't call it bound out, but that's what it amounted to. Terrorized at the prospect of losing their children, the parents sold their last possessions and made their way here in the pious but mistaken hope that the church could help them keep the boys.

"Now what would you do about the Fosters? Send them back? If the old people go into the poor farm now they'll likely be a charge on taxpayers as long as they live and the boys will wander off to no one knows what. Isn't it better business in the long run to keep that family together until the boys can support their parents? They're bright kids; they'll make good if given half a chance. Doesn't that make more sense than to break up the family?"

The withdrawal of federal funds leaves the transients, the social workers say, in the no-man's-land of relief. Settlement laws are rigid; communities are hostile. "There is no reality in the idea that all these people can be sent somewhere else than where they are. Our whole structure of settlement laws is squarely in the way, even if there were no human equation involved. Some of these families are beginning to put out stabilizing tendrils in the communities where they are—the children are in school, a sense of again belonging somewhere is taking form. But technically they are still transients and the pressures are all in the direction of denying them local help of any kind,

We say, "send them back." But where? And suppose they won't go? There is no legal authority to deport them. After all they are citizens of the United States, and worklessness is not a crime. If we persist in barring these people from relief will we not be turning out a horde of beggars, men, women and children? What else can they do?

Given the present federal policy and the trend of local practice what can social workers do, they ask, about these outcasts of relief? "For one thing," answers one of them, "we can raise our voices loud and long against the stupidity and injustice of indiscriminate rulings that ignore the facts of state laws and take no account of the variations of human motivation. And if rules there are, we can fight for exceptions—and fight and fight."

WELL over 30,000 reprints have been sold of this series of intimate discussions of day-to-day contacts of social workers and their clients. Twenty-four articles published prior to May, 1935, are contained in three pamphlets, Miss Bailey Says . . . Thirty cents each postpaid from The Survey. Quantity rates on request.

The Common Welfare

The Law in Court

BEFORE this issue of The Survey reaches you, newspaper headlines probably will announce the Supreme Court's decision in the TVA and AAA cases. Constitutionality of another law of wide social-economic import, the Guffey Coal Act, will be argued presently before the highest court. [See The Survey, December 1935, page 367.] Officials of the National Labor Relations Board announced just before Christmas that the decision of Judge Merrill E. Otis of Kansas City, holding the Wagner Act unconstitutional in its entirety, would be appealed. The case, the first ruling on the Wagner Act, grew out of labor trouble at a flour mill. Judge Otis, a Coolidge appointee, based his decision on a narrow interpretation of the "commerce clause." In its effort to safeguard the right of employes to organize without interference from management and to bargain collectively, Judge Otis held that the Wagner Act treats the worker "as an incompetent. . . . He is the ward of the United States to be cared for by his guardian even as if he were a member of an uncivilized tribe of Indians or a recently emancipated slave."

The Majestic Flour Mill case was not an appeal from a decision of the Labor Relations Board. Such an appeal would include the Board's thorough study of actual labor conditions, showing the situation the law was designed to correct. For this reason, advocates of federal legislation in this field are urging that the test of the Wagner Act before the Supreme Court be based, not on the Kansas City ruling but on a case which involves an appeal from a decision of the NLRB, such as the Greyhound bus case.

Foods and Drugs Again

THE bitter fight for better food and drug legislation waged in the past two sessions of Congress probably will be resumed in January when the Copeland bill, S. 5, comes before the House Committee on Interstate and Foreign Commerce. As passed by the Senate last May, the Copeland bill is not an unmixed blessing. It is stronger and more inclusive than existing legislation, but is seriously scarred by compromises with its opponents. After a careful analysis the Bureau of Legal Medicine and Legislation of the American Medical Association finds it disappointingly weak, especially in respect to drugs, including "patent medicines." (Journal of the American Medical Association, December 21, 1935, page 2055.) The Bureau urges that this measure be amended or a new one substituted, both in the general interests of the consumer and those of state legislation which undoubtedly will be patterned on a federal measure.

Need for both federal and state action was illustrated vividly in New York State a few weeks ago when the Westchester County Board of Health was considering an amendment to the Sanitary Code to require a physician's prescription for sale of certain dangerous drugs. The State Department of Health, however, pointed out regretfully that the power of the State Board of Pharmacy to regulate sale of "drugs, chemicals, medicines and poisons" specifically excludes manufacture and sale of proprietary medicines. Believe it or not, New York State now has no way to ban a "patent" poison. It is up to the people, locally and nationally, to constitute themselves a committee of the whole to counterbalance the powerful commercial lobbies that are seeking to keep laws from the statute books which would protect them adequately in health and pocketbook.

Foundation Facts

GRANTS by sixty-eight leading foundations decreased 53 percent from 1930 to 1934, though the security holdings of the eighteen largest actually increased by a fraction of one percent. Because of drastic cuts in grants, the foundations were not compelled to any great extent to draw on their capital to meet their obligations. These are among the findings of a new study by the Twentieth Century Fund, reported in a booklet entitled American Foundations and their Fields. The Fund made similar studies for 1930 and 1931.

Altogether, 123 foundations are included in the 1934 report. Of these, forty-nine are situated in New York City and control over $514 million, or 83 percent of the total known capital of all those listed.

In 1934, the most popular field with foundations was education, with grants of nearly 27 percent of the total disbursed during the year. Medicine and public health was a close second. The only other field receiving more than 10 percent of the total was social welfare. Social science received 9 percent, physical and biological sciences 5 percent, economics and international relations each 3 percent. As compared with 1930, the heaviest losses in support were suffered by physical science, medicine and public health, and child welfare.

In comparing the assets and disbursements of the twenty largest foundations, the survey finds that the Carnegie Corporation takes first place in assets (22 percent of all foundations together) but third place in amounts granted; the Rockefeller Foundation is second in assets but first in grants; the General Education Board is second in grants.

Unwanted Children

BIRTH control made the front page of the New York newspapers the first week in December when a mass meeting called by the American Birth Control League and addressed by members of the clergy, social workers and others, passed a resolution demanding that "all agencies administering family relief inform mothers on relief where they may secure medical advice as to family limitation by methods in accord with their religious conviction." The resolution held the headlines through the next ten days during an interchange of views between a group of thirteen Protestant and Jewish clergymen and His Eminence, Patrick, Cardinal Hayes, who expressed his disagreement in a sermon at St. Patrick's Cathedral and in a public letter chiding the clergymen for a non-moral approach and citing the American prospect for a stable or declining population. The controversy shows dramatically that a topic

recently considered almost disreputable has become a social issue of moment to thoughtful and conscientious citizens.

All parties to the discussion united wholeheartedly on one ground, emphasized by Cardinal Hayes, that one goal of civilization is a society in which families can and will want to have children. Representatives of the Birth Control League pointed out further that the Roman Catholic Church has sanctioned books describing certain "natural" methods of family limitation. The thirteen clergymen emphasized the fact that their stand was not for coercion, but for liberty of conscience for those who accepted or who declined use of contraception. Now and for as many years past as we have had vital statistics, the largest numbers of our children have come into the homes least able to give them the welcome, security and protection that every child should have. While working for that security and protection, can we ask that children pay the price of their parents' social or emotional limitations by coming into homes where they are unwanted for any reason at all.

Free Speech for Planners

TWO days of free discussion without a single set speech or exhortation on the merits of the cause is the proud record of the conference on state planning administration held in Chicago last month under the sponsorship of the American Society of Planning Officials. Some ninety officials from thirty-one states and several arms of the federal government participated.

The most difficult question presented to the conference was the definition of the proper function of a state planning board. Some of the newer members held that the function is research—fact finding, surveys and the like; others longer in the business asked, finding what facts for what? Dr. Charles E. Merriam, of the National Resources Committee, suggested that perhaps the movement, after only two years' experience, was still too young to warrant a single definitive answer.

The discussion of methods of approach to state planning indicated a wide divergence the country over and raised a variety of basic questions. For instance, should a State Planning Board have civilian or official members; should its powers be advisory only, or should it be able to veto projects of state departments; what should be its relations to the governor, the legislature, federal agencies?

At this meeting professional planners and technical consultants took a back seat for once while journalists, physicians, engineers, agriculturalists and other "lay" members of newly created state agencies discussed the problems of organizing their operations, and exchanged experience on the way fundamental questions are being tackled in various parts of the country.

SCIENCE is not merely a matter of test tubes, the Science Advisory Board shows in its Second Report, published simultaneously with the expiration of the Board's appointment on December 1. Science represents that competent and impartial approach, unswayed by politics or policy, on which democracy must rely when government is "in the stage of transition from the more passive and regulatory role played in the past to one of more intelligent and broad supervision and initiation." The report tells the story in terms of land, water, public health, patents, railways and the like. The Board recommends development of a national program to make most effective use of the nation's great scientific services, within and without the government, and the creation of a permanent non-governmental science advisory service. The latter most happily is being done under the leadership of the National Academy of Sciences.

LITTLE by little the researchers of the FERA are finding the answer to the question, "Who are these people on relief, and why?" In a new monograph by P. G. Peck and M. C. Forster, FERA presents results of an examination of six rural problem areas with high relief rates and analyzes their human and material resources and the outlook for rehabilitation of their people. From the cold hard facts of the study Corrington Gill of the FERA concludes that, "The nature of the problems involved in these areas indicates the necessity for a fundamental readjustment of people and natural resources if the factors responsible for the relief situation are to be mitigated." The findings have wide application and afford basic data for the study of the sociological problems of rural America.

SIGNIFICANT anniversaries were honored at the annual meetings of the "learned societies" held in New York during the holidays. With its December number, the American Labor Legislation Review completed its first quarter century of service, and the American Economic Association celebrated the fiftieth anniversary of its founding. In his hundredth signed editorial, John B. Andrews, editor of the Review, looks back to the first number, January 1911, when this country had no workmen's compensation or mothers' pension law, and no modern state industrial commission to administer labor legislation. The Review's supporting organization, the American Association for Labor Legislation, at its December meeting focussed its unusually stimulating program on social security legislation, with sessions on constitutionality, administration, excluded groups, public policies, old age pensions. The program of the American Economic Association was developed around "the changes in economic thought and in technology that have occurred in the Association's lifetime."

TWO notable gifts to Harvard University last month attracted much favorable comment by reason of their timeliness in relation to their public purpose. The first was of $2 million given by Lucius N. Littauer, New York glove manufacturer, to establish a Graduate School of Public Administration; the second was of $500,000 by Thomas W. Lamont, New York banker, for a professorship, preferably in the field of political economy, the first under a new plan by which eminent scholars would be free to rove among the university departments in order to unify the knowledge of specialized fields. The Littauer gift is an answer to prayer to those who hold that government service is a career worthy of the best in training and education, and that raising it from "an occupation to a profession" will "set a new tone in American public life." A quarter of the gift will be used for a building and three fourths for endowment. The Lamont gift was made with no proviso but with the hope that the University would be able "to call to this chair a scholar pre-eminent in the field of political economy concerning himself as much with the behavior of man as a social animal as with any known laws of industry and trade, agriculture and finance."

The Social Front

Labor

ORGANIZED labor is given opportunity to cooperate constructively with management under the new employe relationship policy of the Tennessee Valley Authority. After a year of study, TVA has formulated a policy recognizing the right of collective bargaining, and creating machinery for handling grievances. [See Survey Graphic, November 1935, page 529.] Management-employe conferences, as provided in the agreement, are going forward. These conferences will consider not only questions of wages, hours and working conditions, but such broad problems as elimination of waste in construction and production; improved workmanship; education and training; conservation of materials, supplies and energy; relations of employes to the public. They are regarded by both workers and management as placing upon the employe a social responsibility, and enabling him to express himself as "a citizen of an industrial democracy."

Waitresses' Pay—The report of the minimum wage board for hotels and restaurants has been approved by New York State Industrial Commissioner Elmer F. Andrews. Mr. Andrews has announced that he will issue a directory order putting into effect the recommendations of the board. [See The Survey, October 1935, page 305.] The scale provides a minimum wage of 18 cents an hour in cities over 100,000; 17 cents in smaller cities; 16 cents in towns of 10,000 or less. For non-service employes, 27, 26, and 25 cents are set; for resident employes, $9.50, $9 and $8.50 a week No deductions for uniforms are allowed. Where meals are not provided, rates are to be increased 6 cents an hour. The rates were criticized in hearings on the report, workers' representatives claiming they were less than a living wage, employers that they were "ruinous."

Handling Strikes—What public officials should and should not do in time of industrial strike is reduced to "five points" in the current issue of Public Management, journal of the International City Managers' Association (850 East 58 Street, Chicago): "The role of the city, particularly of the police should be that of an umpire protecting the rights of all parties; opportunity for free speech and assemblage should be provided; strike leaders and employers should be called in conference to establish rules of picketing, etc.; only trained policemen should have police authority; "display of weapons or use of violence should be avoided . . . and militias called only in extreme emergency."

Study and Record—A preliminary report of its broad study of company unions has been published by the Bureau of Labor Statistics, US Department of Labor. . . . A new bulletin of the Women's Bureau, The Health and Safety of Women in Industry by Harriet A. Byrne (Superintendent of Documents, Washington. Price 5 cents) summarizes standards of hours, wages and working conditions, and methods of reducing the disproportionate amount of sickness and injury suffered by industrial workers, compared with the general population.

Youth

ONLY three months after the Schechter decision abolishing the codes, child workers are being called back to industry, according to the annual report of the National Child Labor Committee (419 Fourth Avenue, New York). Pointing out that the gains in eliminating child labor under the codes were only temporary, the report cites a North Carolina survey showing the reemployment of children under sixteen, 77 percent of them in cotton mills; an investigation which revealed children "not over twelve" working at $4 to $7 a week in Paterson, N. J. silk mills; reports of California children kept out of school to work—all these "straws" showing how "cheap" child workers are being given jobs while millions of adult workers remain unemployed. The report urges early ratification of the child labor amendment, and indicates the special need for measures to prevent exploitation of children in certain fields such as street selling and homework.

CCC Illiterates—From 2 to 6 percent of CCC enrollees come to camp unable to read a newspaper or write a letter, according to a recent study of nearly 2000 companies containing 375,000 men made by the CCC Office of Education and the war department. Gulf Coast states had the highest proportion of illiterates, Pacific Coast states the lowest. Nearly 80 percent of the illiterates were under twenty-five years of age, nearly all were American born, and five sixths were from rural areas and small towns. In July, camp advisers were able to persuade 5400 illiterates (88 percent of the total number) to take part in the instruction program. In the year between June 30, 1934 and June 30, 1935, CCC instructors taught more than 4000 illiterate young men to read and write. Of the total number of these illiterate Americans, a fifth had had no schooling whatever before entering camp, nearly 70 percent had had less than four years of previous schooling. CCC reports an intensive effort to eliminate illiteracy among enrollees.

Youth Libraries—"Youth rooms," a logical next step beyond the children's reading rooms, are suggested in the December Bulletin of the American Library Association (520 North Michigan Avenue, Chicago). For smaller libraries, a special alcove or shelf with books of particular appeal to the "fourteen and up" age group might be arranged. Privileges "between the limitations of the juvenile card and the unlimited privileges of the adult" might be granted. Education for leisure, wholesome recreation, service to the restless adolescent are the objectives of the plan. Going experiments along this line are described by the Committee on Youth Problems in a report on library and museum activities on behalf of youth, recently published by the US Office of Education.

Negro Schools—Though it is published a year after the event, the report of the national conference on fundamental problems in the education of Negroes (Superintendent of Documents, Washington. Price, 10 cents) is a timely and stimulating discussion of problems and possibilities in a neglected field. The report, edited by Ambrose Caliver, is organized around the "ultimate educational objectives and ideals" adopted by the conference, covering home life, vocations, citizenship, recreation and leisure, health, character, and the "immediate educational objectives and ideals": availability of education, teachers and teaching, financial support, administration, non-segregated schools.

American Hostels—Plans for a chain of "youth hostels" connecting New York with the present experimental New England loop are being made by the group which established the thirty-odd overnight stopping places for hikers and bicyclists in Green and White Mountain farmhouses last summer. (American Youth Hostels, Northfield, Mass.) These experimental hostels are remaining open for winter sports at the

regular round-the-world youth hostel fee of 25 cents a night, plus a dime for firewood.

Research and Record—The Social Statistics Bulletin of the US Children's Bureau notes in the first half of 1935 an increase in the number of children in foster homes over the same period in 1934 and a decrease in institutional care of dependent and neglected children.... Youth: A Contemporary Bibliography, compiled by Elaine Exton and published by the Committee on Youth Problems of the US Office of Education, includes annotated references to magazine articles, pamphlets and books, offering "a cross section of current opinion as of the date October 1935." . . . Youth in Depression is the title of one of the nine admirable new American Primers edited by Prof. Percy W. Bidwell and published by the University of Chicago Press. . . . How Vocational Education Has Helped in Time of Need is a finely written and illustrated supplement to School Life, magazine of the US Office of Education.

Safety

THE country would be shocked to hear that a city of 36,000 people suddenly had been wiped out, yet little concerted horror is expressed because that many people were killed by automobiles last year—in addition to probably a million and a quarter injured, and 150,000 permanently disabled. To overcome national lethargy and control such accidents the National Safety Council has organized a five-year, country-wide campaign to reduce motor vehicle deaths by 35 percent. The governors of nine states and the safety officials and motor vehicle commissioners of twenty-two others have already pledged their support. . . . That statewide organization is effective is indicated by the experience of twenty-three states where such tragedies were actually less in the first nine months of 1935 than in the corresponding period the year before, due in large measure to such organization, experts believe.

Fire Hazards—By statute, charter or ordinance seventeen cities and one state make persons, firms and corporations taxable for the cost of extinguishing fires which occur through their wilful negligence.

Catch 'em Young—Some states and cities believe that safe drivers are made, not born, in line with which premise a large number have introduced elective or compulsory courses in automobile driving in high schools—notably in New Hampshire where the course is compulsory in 57 schools. . . . Fifteen states prohibit solicitation of rides. According to the experience of Kansas, where hitch-hikers were fingerprinted over a certain period, two out of every five have criminal records.

Public Health

UNCLE SAM'S set-up to promote public health through the Social Security Act now is apparent in regulations of the USPHS for 1936 allotments and payments to states. Allotments are based 57.5 percent on population, 22.5 per cent on special health problems, and 20 percent on a state's financial needs. No grants may be used to replace existing state appropriations. Eligibility for payments is based on USPHS acceptance of state plans and standards and for some purposes on states' willingness to match federal funds dollar for dollar. For details see a mimeographed USPHS memo. (Public Health Service, Treasury Department, Washington, D. C.) For grants under Maternal and Child Welfare see Bulletin No. 1, US Children's Bureau (Superintendent of Documents, Washington. Price 10 cents.)

Drawn by Marceline Herrera for what the Federal Indian Service believes to be the first authentic Indian health poster.

The Real Murderer—To dramatize the importance of syphilis in an urban area, Birmingham's Health—monthly publication of the Jefferson County, Ala., Board of Health—uses two charts, one showing 1934 deaths as recorded in Birmingham, the other the figures revised according to the Ransone method to show as syphilis not only the deaths reported as syphilis but a percentage of those reported under heart disease, nephritis or other conditions sometimes due to syphilitic infection. As a result syphilis leaps from tenth place to first as a killer. It is estimated to have been more than twice as deadly in Birmingham in 1934 as all forms of heart disease (excluding syphilitic forms), pneumonia, cancer, or accidents; more than two and one half times as deadly as tuberculosis. Behind the deaths, moreover, lies typically a long, costly and distressing illness. "Civilization and syphilization have been close companions," declares the bulletin. "To diminish the amount of syphilitic infection requires education and publicity, laboratory facilities, public health nurses and social service and good laws administered with discrimination." . . . Facts About Syphilis is the title of a new 4-page leaflet prepared for general distribution by the Division of Social Hygiene of the New York State Department of Health, cooperating with the USPHS. (State Department of Health, Albany, N.Y. No charge.)

Healthy Minds—Highlights of the year for the National Committee for Mental Hygiene include the start of research in dementia praecox in universities, hospitals and clinics, made possible by a grant of $40,000 by the Scottish Rite Masons, Northern Jurisdiction. Dementia praecox fills more hospital beds than any other disabling disease and in all costs the country probably $300 million a year. Projects under the study go forward in Baltimore, Philadelphia, New York, Boston, Providence, Albany, Waverly, Mass., Howard, R. I., Ann Arbor, Mich., and range literally from the cradle to the grave. The Committee hopes this study will stimulate other lay organizations to interest themselves in essential and neglected fields of research.

Unemployed men in Edinburgh were found as downcast, confused and worried as mental patients in institutions in tests made by Nathan Israeli, formerly of the University of Maine, working under a fellowship of the Social Science Research Council. . . . Studies of the Employment Stabilization Research Institute of the University of Minnesota found much higher rates in morbid mental or nervous conditions among unemployed workers in clerical, skilled and semi-skilled fields than among employed people in the same classes. Physical handicaps covered in the study were higher in general among those unemployed since the early depression years than for those who later lost their jobs; and higher in turn among the latter than for those who kept jobs. It looks as though the least able lost out first, while later dismissals tended to hit younger employes, who sometimes in some ways were physically more able than those who were kept. (Public Health Reports, USPHS, Vol. 50, No. 46. Five cents. Superinten-

dent of Documents, Washington, D. C.)

Among the first 10,000 clients seen in the Adjustment Service maintained in New York from February 1933, until June 1934, under the sponsorship of the American Association for Adult Education, one in eight was considered in need of psychiatric advice or service. About 40 percent of those seen by the psychiatrists were "within normal variation," while 60 percent had personality problems of greater or less seriousness. (Medical and Psychiatric Services in the Adjustment Service, by Charles O. Fiertz, M.D. American Association for Adult Education, 60 East 42 Street, New York. Price 50 cents.) . . . The Illinois Mental Hygiene Society reports an increased number of personal calls for mental health advice and steering in 1935 and the need for psychiatric facilities for people above the clinic level but not able to pay usual private fees. An effort to arrange for moderate fee services by specialists in private practice was not approved by the Chicago Medical Society but the need remains greater than ever. . . . For a tranquil contrast see Jane Belo's The Balinese Temper, in the December issue of Character and Personality (Duke University Press, Durham, N.C. Single copy, 50 cents) which finds that happiness, relaxation and well-balanced personalities exist under a "static traditional culture" of the South Seas where the individual's every act is prescribed.

Pamphlets—The Mortality from External Causes: A Study of Suicide, Homicide and Accidental Deaths Among the Industrial Policyholders of the Metropolitan Life Insurance Company, 1911-1930. From the Company, New York City. "The prevention of deaths from violence probably affords the most fertile field for life conservation in both the United States and Canada." . . . Second Report of the Science Advisory Board of the National Research Council (Washington, D. C.) with a section and appendix dealing with health and medical problems and recommendation that federal activities in this field be coordinated.

People Without Jobs

OUTLINES of ominous gaps and inadequacies sharpen as the winter's relief scene takes form. The struggle to stretch available local resources to meet WPA in bridging existing needs dominates the news of recent months from state ERA's.

State of the States—Regulations regarding transfer to and holding of WPA jobs show a steady tightening. In most states, men with large families are no longer allowed to refuse WPA jobs because the security wage is less than the allotted relief budgets. In Michigan, for example, local relief officials are advised that the "small percentage of families" whose relief budgets are in excess of the amount which they can earn on WPA, should be "instructed and directed" to accept the WPA assignment; if then "unable to manage" they may apply for supplementary relief, the case having been closed, meantime.

Direct relief for the interval between assignment to and first pay check from WPA is being kept at a minimum. In Louisiana instructions are that clients are not to be given relief during that interval and that, therefore, if clients "can possibly get along" cases are to be closed, preferably as soon as assigned to WPA. In Pennsylvania, cases assigned to WPA "shall be automatically closed not later than twenty-one days from the day the person started work."

Employable veterans in Washington, after "fixing the location" of their "homes" by oath to the Veterans' Administration are being shipped back to said place of legal residence, "form 600" in hand, for immediate assignment by localities to WPA.

The Unemployed Speak—Delegates representing 300,000 organized unemployed in Pennsylvania were invited by the State Emergency Relief Board to attend one of its regular meetings in order to describe problems which face the unemployed and to make suggestions for improving the direct relief program.

Delegates put aside minor differences and considered only the general welfare and minimum needs of the unemployed. Their stories gave a vivid, logically presented picture of actual problems and avoided "demands" in favor of "requests." The meeting was reported in Pennsylvania's monthly SERA bulletin as a "demonstration that the unemployed are not entirely lacking intelligent and forceful leadership."

Fact-Facing—Evidence of lively community concern over the confusion left in state and local social welfare programs by withdrawal of federal funds appears in a recent report by the directors of the Family Welfare Association of America. The board members, laymen and professionals fresh from their local problems, drew up what they present as a "carefully considered expression of opinion . . . in no way binding on the membership." Their report is of large potential importance, however, because, in its inter-change of opinion between 250 lay boards of family agencies, it serves to stimulate careful consideration of local needs for public-private cooperation, future private agency functions, and permanent public welfare responsibility. It should therefore be helpful in building up from the bottom a body of well-informed public opinion. Coming at this time, the report should serve as a strong buffer for private agencies, now in danger of being dragooned into re-accepting responsibility for an unsupportable burden of relief.

The December 1935, bulletin of Community Chests and Councils, Inc., outlines a "program for community chests and their relation to the relief situation in the light of national relief policies."

Utility Bills—A study of the use of gas and electricity over a ten-months period in a district of the Department of Public Welfare, Syracuse, N. Y., showed that from 80 to 85 percent of home relief clients were able to pay their own bills without aid from relief funds. Of the remainder a large proportion were chronic dependents for whom bills had been paid in and out of season. Practically all work-relief families were able to pay their own utility bills.

Merry Christmas!—The staff nutritionist of the North Dakota's ERA, Evelyn Buechler, not only wished clients a Merry Christmas but also told them how to have it. In a fat, cheerful mimeographed booklet, she included the A to Z of contriving from little or nothing Christmas decorations, presents (including patterns for making toys), dinner and even Christmas candy. For example, her magic made from a Russian thistle, a potato, a candle and some bits of cotton a most attractive centerpiece for the holiday dinner. Menus for the feast itself were very festive but available to farm folk, with more ingenuity than anything else.

Relief from Relief—California Self-Help Cooperative Service has issued a report and had planned extensive future development when federal funds, expected to match a conditional State Unemployment Commission appropriation, were refused. At this writing the jam has not been broken.

That not a single Quaker has been on the relief rolls during the depression was the surprising but assured assertion of Sylvester Jones of Chicago at the recent general meeting of the Society of Friends. Mr. Jones explained that Quaker discipline is strict concerning personal finances, requiring that affairs be examined and accounts settled every month.

Who Are the Beggars?—The general expectation that the liquidation of the federal transient service will increase begging and panhandling gives added

point to the recent report of an intensive study of mendicancy in New York, undertaken as a project of the Unattached and Transients' Division of the ERB. The study analyzes elaborate data gathered in twelve city magistrates' courts and a Welfare Island office during June 1935, on details of residence, unemployment, court record, relief and social agency contacts, recidivism, medical problems and treatment. The purpose of the study was to supply a solid background of information for a plan of treatment that would go deeper than a workhouse sentence for vagrancy.

The Reckoning—With FERA's final allotments to states, in early December, liquidation was announced and total federal relief payments summarized at: 1933 — $1,692,234,000; 1934—$1,367,876,000; and 1935—$324,359,000. In addition $3,700,000,000 was appropriated for public works and one billion spent by CWA. State and local governments since May 1933 expended another approximate billion dollars for relief.

Against Crime

WHEN the American Prison Association met in Atlanta, it listened to Governor Talmadge advocate a return to the whipping post for "small offenses like gaming and wife beating," and defend the chain-gang as "the most humane way to treat prisoners." It then voted sharply phrased resolutions condemning both practices. A notable discussion at the meeting concerned the plan of the new Prison Industries Reorganization Board as put forward by Judge Joseph N. Ulman of Baltimore. The plan proposes to promote state use of prison products by expert planning from the Board, possibly making some use of federal funds in the beginning.

Officers of Peace—Following the lead of the US Department of Justice in the advanced training of local and state police, several colleges over the country are offering courses, longer or shorter as may be, for the training of policemen. The University of Wichita, Kans., has a unique plan whereby twenty-one year old junior students in the political science department, who have signified their intention of entering the police service and have passed city police department tests, may do daily four-hour duty as police cadets during their last two collegiate years. They will be paid $50 a month. . . . San Jose State College, San Jose, Cal., also is offering a two-year course for students with ambitions toward the police profession. . . . With the cooperation of the Geneva chief of police, Hobart College, Geneva, N.Y., offered this past fall a special eight weeks' course to police officers of eight neighboring counties. The curriculum included such subjects as crime classification, court procedures, ballistics, rules of evidence, and the whole matter of telltale prints—finger, foot and tire.

Children in Court—The 1934 report of the New York Court of Domestic Relations, which embraces the children's court, makes the interesting disclosure that of the 5277 children placed on probation during the year more were ahead of grade in their school work than were retarded. The great majority were listed as "normal." Some 90 percent of the children handled as delinquents came from families having a weekly income of $25 or less. Practically all of the children investigated by probation officers were born in the United States, but about three fourths of them were of foreign-born parents. . . . The Cuyahoga Juvenile Court, Cleveland, notes that the volume of new cases in the court last year rose over 1933 by approximately 10 percent. The rise was due wholly to increased complaints of dependency and neglect, however; not to delinquency.

Interstate—As a move toward interstate action in the control of crime, the Interstate Commission on Crime, Judge Richard Hartshorne, Newark, N.J., chairman, recently approved a series of bills drawn by leading law schools of the country. The bills propose to set up bureaus of criminal identification in each state, to fingerprint all persons who obtain motor vehicle registration certificates and drivers' licenses and to grant power to a peace officer of one state to make an arrest in another, when in "hot pursuit" of fugitives. A conference called by the Commission endorsed interstate compacts for supervision of probationers and parolees between "sending" and "receiving" states and also endorsed a uniform act for summoning witnesses in one state to testify in a criminal prosecution in another.

Research and Record—A study of 200 boy runaways at Whittier School, Cal., showed, among other things, that intelligence has nothing to do with running away, bright and dull boys being equally given to it; that there is a fifty-fifty chance that a boy who has once run away and been brought back will try it again; that a record of truancy at school predisposes to running away from the institution and that runaways increased when discipline was relaxed and increased freedom of movement permitted the youthful inmates. The full study, by Cornelia R. Keogh, was published in the Journal of Juvenile Research, Claremont, Cal.

A study by Mervin A. Durea, in the same journal, on the extent and nature of offences committed by delinquent boys, concludes that offenses against property predominate over delinquencies violating social demands or social decencies. Acquisitiveness and not meanness seemed to be at the root of the trouble of the 368 boys in Ohio institutions whom the author studied.

The impressive 1935 Yearbook of the National Probation Association includes up-to-the minute contributions from authorities in the fields of probation, parole, juvenile courts, psychiatry and crime prevention. (Price $1 in paper, $1.50 bound. Direct from the Association, 50 West 50 Street, New York.

Security

MEN and women who have worked all their lives, most of them in jobs calling for special training, constitute a majority of those granted old age allowances, according to an analysis of September grants in New York City, recently issued by William Hodson, public welfare commissioner. Of the 187 old men, every one had once been gainfully employed, 129 trained for their vocations. Of the 199 old women, 100 had been gainfully employed, sixty-five in work for which they were trained. Carpenters led the occupational groupings of men; domestics, of women. The study also covers age of the pensioners, residence, budgets.

Model State Laws—The Social Security Act is inoperative except as the states pass approved measures for old age assistance, unemployment insurance and other provisions, and a number of governors and legislative committees have appealed to the American Public Welfare Association for aid in drafting such legislation. The Association (850 East 58 Street, Chicago) has therefore prepared a pamphlet suggesting standard bills on welfare organization, old age assistance, aid to the blind and aid to dependent children, with information on other provisions of the federal law. Since the states must show a properly set up department of welfare in order to share in the federal grants, a detailed plan of administrative organization is offered. The Association warns that the bills are "merely suggested to the local draftsmen," and that much depends on constitutional limitations, existing welfare legislation, and the views of the appellate courts of the state.

Coverage—That the majority of job applicants at Philadelphia's public employment offices will be covered by the unemployment insurance provisions of the Social Security Act is one of the findings of a study of 31,964 employment-seekers and 25,398 applicants for

work relief in 1934, recently completed by Gladys L. Palmer. (Special Report A-6, Industrial Research Department, University of Pennsylvania.) A check on the individuals and the industries represented showed that 87 percent of the men and 70 percent of the women would be eligible. Among work-relief applicants, the same proportion of the men and 55 percent of the women would be entitled to insurance benefits under the terms of the Act. The study also covers age, nativity, training, occupational experience, social characteristics.

Academic Freedom

FREEDOM of speech and action for teachers both inside the classroom and out is an increasingly sharp issue on college campuses and in grade and high-school circles.

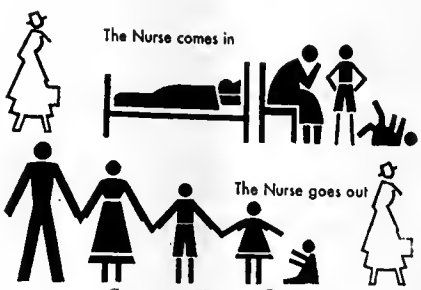
At Wisconsin U.—The Board of Regents of Wisconsin University in a recent resolution upheld the civil liberties policy of the institution and condemned the report of the state senate investigating committee. [See The Survey, November 1935, page 337.] The committee had brought in a number of recommendations urging that "individuals or societies offering or expounding un-American doctrines be expelled from the university," and that the "University of Wisconsin cooperate with any organization or society whose purpose is the furtherance of Americanism." The Regents said, in part, "We affirm our belief in the full freedom of honest expression on economic and political matters where such expression does not go beyond the bounds of law or good morals. We believe students should have and do have the right to study social problems and should not be suppressed from expressing or advocating doctrines in which they sincerely believe, provided always the bounds of law or of decency are not exceeded. This is the rule which has prevailed in the University and we here reaffirm it."

Porteous Case—The case of Henrietta Porteous, a Brooklyn, N. Y. teacher who was given a rating of "unsatisfactory" in 1933 and later denied a permanent license and demoted, is presented in detail in a pamphlet published by The Teachers Union, (72 Fifth Avenue, New York. Price 10 cents). For five years, Mrs. Porteous had received the highest praise from her superiors. Her difficulties began with her active part in a teachers' organization.

"New" Schools—The dilemma of the experimental school teacher is presented in the current bulletin of the Cooperative School for Student Teachers (69 Bank Street, New York) by Sybil May, a teacher in City and Country School, New York. Miss May reports the current trend of thought in this educational group, the kind of action being attempted by progressive school teachers "who work for a new society," and the dangers of action for teachers "and for schools which depend for their existence upon a fickle public's patronage."

Women in Uniform

NURSING education worthy of a profession is the aim underlying the Association of Collegiate Schools of Nursing (secretary, Isabel M. Stewart, 525 West 120 Street, New York) which has just made public a list of its twenty-one members. Membership is restricted to nursing schools or departments definitely committed to work on a collegiate level as a part of a system of higher education. Standards have been established for schools which combine academic and basic professional programs and those offering academic and advanced professional work and degrees. The present membership includes nursing schools or departments representing thirteen states and the District of Columbia.



Courtesy Henry Street Visiting Nurse Service

Pros and Cons—More than eight hundred nurses thronged a New York hotel on December 17 to hear two teams of distinguished nurses debate spiritedly the proposed revision of the New York State law on nursing practice to require licensing of all persons who nurse for hire. Elizabeth Burgess of Teachers College, Columbia University, was captain of the affirmative team, and Cassie Rogers, former president of the New York Counties Registered Nurses Association, led the negative. The affirmative held that licensing of all was needed to raise standards of nursing and weed out the unfit; the negative, that licensing of all is not practical and will not benefit the public or the nursing profession. Judges were Dr. Claude E. Munger of Grasslands Hospital, Eleanor Hamilton of the Kings County Hospital School of Nursing, and Margaret Stack, executive secretary, Connecticut State Nurses Association. Two judges favored the affirmative presentation, though on points the outcome of the debate was a tie. . . . The situation with which proposals to license all nurses are concerned is illustrated by a preliminary report from the Kings County (N.Y.) Committee on Nursing, representing Brooklyn nursing associations, which finds that about half the nurses in that community are graduates, and that 43 percent of the acutely-ill patients and 72 percent of the chronically ill have to shift from graduate nurses to "unqualified nurses," largely for financial reasons.

WPA Carries On—The statewide nursing project administered by the New York State TERA moved over bodily to WPA a few weeks ago, unchanged in organization, sponsorship or the supervision which has been maintained by the State Department of Health since the project's inception in 1933. Since its start as a work relief project the service has given care to more than a half million families, including bedside care, health instruction and assistance in the work of clinics and control of communicable disease.

Sick—In Bed and Out

HOW important a job public action is doing in one field of medical care is apparent from a two-year study of institutions for tuberculosis by the American Medical Association, reported in its Journal, December 7, 1935. Of the country's 95,198 beds for tuberculosis, 78,535 are in institutions maintained by federal, state or local governments. Reports from these tax-supported institutions show that 84.4 percent of the patients are treated free, 9.2 percent pay something and 6.4 pay full rates. Nearly half the patients in the 17,666 beds in "private" institutions, including voluntary hospitals and private philanthropies had free care while less than a third paid full rates. Facilities for care are spottily distributed, in general according to communities' means rather than their needs. While relative ratings of institutions were not attempted, the Journal of the AMA finds editorially that the general view is "commendatory." Effectiveness is handicapped by the fact that 57 percent of the patients with pulmonary tuberculosis reach the institution in an advanced stage of illness.

Vertical Patients—No contact with a doctor or dentist for many months or even years is the usual story of people coming to the recently-opened evening pay clinic of the New York Dispensary. Intended originally for workers on Home Relief and WPA staffs, who are ineligible for medical relief, have little money, and cannot attend daytime hospital clinics, the clinic now has opened its doors to other workers with family

obligations who receive less than $35 a week, and to students with little money. A complete series of medical and dental service is given by specialists on the staffs of New York's leading hospitals. Doctors and nurses salaries are paid by the Dispensary. Patients pay 50 cents a visit with low rates for needed special services such as X-ray, dental reconstruction, hospital care and surgery, glasses, and so on. A complete physical examination costs $1.50. When care at home is needed, patients pay home-relief rates. For further information, consult Helen Walser, social worker, New York Dispensary, 34 Spring Street, New York.

Those clinics are least abused whose medical social service staffs are most adequate in numbers and training, finds the Chicago Medical Society after a study of six outpatient departments in its city. Abuse, however, was conspicuous by its absence in most institutions. The study included 5165 consecutive admissions, among which 60 percent received no further financial investigation since the patients had been on relief when they applied for admission to the clinics. Among the 40 percent not on relief, 1043 were available for study.

The society believes that an average of 13 percent of these, ranging from 6 percent for one institution to 22 percent for another, should have paid private doctors. Compilations of annual income for those 1043 patients show that two thirds had less than $1000 and 90.8 percent less than $1500. The Society finds, therefore, that if the same percentages obtained among non-relief patients who were not investigated, in a clinic run of 5165 cases, 95.9 percent could not pay for their care, while 3 percent could pay usual private fees and 1.1 percent could pay for minor illness or could pay lowered fees or fees on an instalment basis.

The Union Health Center of the International Ladies' Garment Workers' Union celebrated its twenty-fifth anniversary and the services of its founder and director, Dr. George M. Price, on December 14 by the formal opening of its new quarters at 275 Seventh Avenue, New York, which provide double the space of its former four-story building. The Center has a career as distinguished as it is long in its service to workers in New York's garment trades and other union groups. It is financed partly by the affiliated union organizations, partly by those of their members who actually require its services. Total examinations in 1935 exceeded 50,000.

New and Needed—Officers of fifty of New York's health and welfare associations representing more than 1000 separate agencies joined in a letter congratulating Mayor La Guardia on his announcement that the commissioner of hospitals has been instructed to proceed with plans for a hospital on Welfare Island. The new building will serve as a center for care, research, undergraduate and postgraduate medical education in chronic diseases, and is believed to be a step of crucial importance both for the chronically sick and for the community.

Insurance Principle—Staff members of the Pierce County, Washington, Department of Public Welfare, have assured themselves of no unpleasant surprises in the form of sickness bills through a contract with the Pierce County Industrial Medical Bureau which, at $1.25 a month, entitles them to complete medical service without further cost: medical, surgical, and hospital care, including home or office calls, drugs and ambulance. The only exceptions are "illnesses not common to both sexes, venereal diseases, tuberculosis and injuries incurred while violating the law or using intoxicants and narcotics." For a fuller view of this kind of voluntary health insurance, developed extensively in the state of Washington with the leadership of the organized medical profession, see Medical Economics, November 1935, Buying Health in Advance. . . . The Los Angeles, California, County Medical Association, which has bitterly criticized group medical insurance plans in its community [See The Case of the Ross-Loos Clinic, by Mary Ross, Survey Graphic, June 1935] has voted to buy group insurance for itself in another field involving professional services—i.e. group insurance against malpractice, to be paid for by an increase in the Association's annual dues.

Housing

"THIS is boondoggling exhibit A and we're proud of it," said Mayor La Guardia of New York at the recent opening of First Houses, built by the New York Housing Authority with relief labor, the first municipal housing project in the city's history. [See The Survey, December 1935, page 377.] Where once uninhabitable firetraps stood there are now 122 bright airy apartments. Small

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

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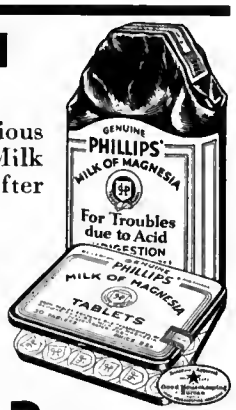
People who suffer from "stomach upsets" and various forms of indigestion find quick relief in Phillips' Milk of Magnesia. Just take 2 teaspoonfuls 30 minutes after eating, and again at bedtime.

Relief will come in a few minutes. Your stomach will be alkalized — soothed. Nausea, upset distress disappear.

Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.

Try Phillips' Milk of Magnesia. Get a bottle of the liquid for home use; a box of tablets to carry in purse or pocket. Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.



PHILLIPS'
MILK OF MAGNESIA

though the project is, compared to the city's need, its importance lies in offering a concrete demonstration in a slum area of good housing.

Progress Report—The PWA's largest slum clearance program, the so-called Williamsburg project in New York City, to accommodate 1625 families, has progressed to the point of a cleared site; contracts for the construction of foundations have been awarded. Statistics of the PWA housing program, as of December 17 show that: of the fifty projects for which allotments have been made, nine are under construction; awards for general contracts have been made on three; foundations are being laid for twenty-three; demolition is proceeding on twelve and three are awaiting further necessary action. The PWA estimates that these housing developments will provide jobs for approximately one year for 50,000 men, directly at sites. . . . Business done under the National Housing Act (FHA) as of December 9 had passed the half billion dollar mark. Specifically this covers insurance of $234,105,461 modernization and repair work loans, of $240,597,352 home mortgage loans and of $27,030,234 low cost housing mortgage loans. Stewart McDonald, FHA administrator, predicts that close to 175,000 homes will be built in 1936—publicly and privately financed projects combined. . . . Resettlement Administration, Suburban Division, has surveyed nineteen communities under its direction located in ten states and ranging in size from 20 to 100 families. Of the 917 families studied, RA reports that the average family income in 1934 was $1140, out of which $16.25 was paid monthly for inadequate living quarters compared to $13.50 which they are paying today in brand new, government-built houses, which ultimately they will own. Each house has a small plot of land which the occupant plans to cultivate, thereby saving about $100 a year in food bills. . . . Rural Rehabilitation Division has organized a cooperative service "designed to meet the needs of operators of small farms, including Rural Rehabilitation clients and other needy farm operators — low-income farmers who individually have not the means to acquire or operate expensive farm machinery or equipment, whose economy does not justify individual ownership of certain major home facilities, field equipment, marketing and purchasing facilities."

University Courses—Two courses, both in New York City, are of interest to social workers concerned with community planning in general, and housing in particular. At the New York University School of Architecture, Carol Aronovici, with other experts, is directing a course dealing with various forms of survey-making in relation to the improvement of communities. Starting February 6; cost $22. At the New School for Social Research, a course on the social and economic implications of housing includes ten lectures by outstanding leaders in the field. Starting February 6; cost $8.50. Later, five lectures will be given discussing practical housing problems, with special emphasis on New York City. Combined cost $12.

The Forgotten House—If you want some graphic material that will raise the hair of "housers" and all other decent-minded citizens, send for a pamphlet entitled The Forgotten House, which describes pictorially and specifically conditions "typical of the poorer areas in Iowa cities." As a matter of fact, cities in any one of the forty-eight states might be substituted. Address Iowa State Planning Board, Des Moines.

Professional Pride—The fourteenth court decision to be handed down sustaining the National Association of Real Estate Boards' right to the use of the coined term "realtor" came recently when an injunction against its unauthorized use was issued by the circuit court of St. Louis.

Policy and Practice

THE shaking-down, foothold-finding, responsibility-allotting process, now under way in wide-awake towns of all sizes, has resulted in some healthy re-thinking of the functions of social agencies.

A specialized family service agency which sees and defines its relief and post-relief duty, and frankly tells its public where it stands, is the Toledo, O., Social Service Federation. In a recent leaflet, An Ounce of Prevention, the agency says, in part:

". . . it is now possible for the Federation to return to its preventive role and place its emphasis on social service rather than relief. On every side family integrity is being threatened and individual breakdown is occurring . . . intensified problems call for more highly skilled and personalized service. . . . The Federation has added to its staff an experienced psychiatrist . . . and will undertake not to do things for its clients but rather to assist them in solving their own problems. . . . No follow-up visits unless the client desires it . . . case-worker will deal only with the concrete problem in which aid was sought . . . "

The Family Welfare Association of Pierce County, Washington, is hailed in the district news bulletin of the state welfare department as its service right-hand, 'in line with the general understanding of the coming relationship between public and private agencies." Procedure is outlined whereby the FWA will assist a limited number of families with their domestic problems while the state department continues to supply relief.

Children's Welfare—The Children's Aid Society, New York, which has long conducted a farm school for its young charges, has reorganized its training plan in an effort to approximate actual farm conditions. At Bowdoin Farm, New Hamburg, boys who are chosen for the course are initiated by three months residence in a large cottage while they are learning the ropes. They then "graduate" to small farmhouses, six or eight of them in a group, living with a farmer and his wife, under conditions of a normal good farm home, and at the same time supervising the work of the "green" boys in the large cottage. From here they are placed as rapidly as possible in paid jobs on farms.

Aiming to help foster parents to real understanding and enthusiasm for their work, the Children's Bureau of Canton, O., conducts a Foster Parents' Council. Ten years' experience has demonstrated the usefulness of the Council as a medium for discussing agency and community policies as well as for discussion of problems of child care. Through the Council the Bureau was able to explain the unfortunate budgetary necessity for a reduction of boarding rate with such success that Council members volunteered to help educate their community to a better understanding of the Community Fund.

Handbooks—New Jersey social workers will be saved untold hours by the recently published handbook of the state's laws and legal procedures, intended "first, to make it easier to recognize situations where legal assistance is needed" and second, to bolster social worker effectiveness in working with what are commonly known as "the authorities."

Compiled by a staff including lawyers, added precautions were a consultant panel and verification by experts. It is the pious hope of the researchers that a sort of esperanto which will be "acceptable to members of the Bar, administrative officials and people who use the book" has been achieved. (Available, in limited quantity outside the state, on request, direct from Research Section, New Jersey ERA, 20 Washington Place, Newark.)

Telling the Public—A thought-provoking appraisal of the importance

of volunteers to social work in the field of interpretation, together with concrete suggestions for volunteer endeavor and sources of information [among which we are happy to note The Survey and Survey Graphic prominently mentioned] make up a new publication of the Social Work Publicity Council. The pamphlet, The Volunteer as an Interpreter of Social Work (price 25 cents from the Council, 130 East 22 Street, New York) results in part from the Council's exploration of the subject in 1934-35 as a special project.

Because, as the Boston Family Welfare Society explains to its Bulletin readers, "People ask us and we are sure they ask you many questions about the Society . . . ," an entire monthly issue of the Bulletin is devoted to a brief question and answer summary of basic facts of agency history, plan, scope and purpose.

Believing itself to be the largest of its kind, the Bureau of Information and Inquiry of the New York City Department of Public Welfare has announced that within the last year 130,700 requests for information were answered—requests by letter, telephone and personal visit, covering virtually every conceivable phase of welfare. In addition to answering inquiries, the Bureau distributed more than 55,000 informative pamphlets mostly designed to help John Citizen in locating the sometimes elusive sources of aid.

City Affairs

PROPONENTS of the city manager idea are rejoicing, for seventeen cities "went" city manager in 1935, cities of all sizes from less than 2000 to over 1,000,000. Today one in every five cities of over 10,000 population in the United States functions under a city manager. Two counties—Cuyahoga County, Ohio, with its county seat at Cleveland, and Monroe County, N. Y., county seat, Rochester—also voted favorably on new charters providing for county managers. . . . New York State voters at the last election approved a constitutional amendment permitting the legislature to alter the basic pattern of city government provided by the state constitution and to modernize local government by eliminating obsolete offices and reducing the number of independent local units.

Taxation—A trend of another sort in municipal affairs, pointed out by Albert W. Noonan, technical director of the National Association of Tax Officials, is the growing disposition of cities to put back on the tax rolls property that has for some time been exempt—property of institutions concerned with charity, religion, education, and such non-profit making organizations. Communities are finding that in order to function they must tap every possible source of tax income. Kansas has gone so far as to pass state legislation whereby cities can no longer exempt property of colleges and university societies. In California similarly a recent court ruling threatens to compel all religious, fraternal, charitable and other non-profit organizations to pay taxes in full.

Strictly Personal—On the theory that an accounting of the disposition of the money he provides is due to Mr. Taxpayer over fifty cities now present a readable annual report of their financial operations. Some are written in magazine style, some contain "advertisements" of various city departments, many are profusely illustrated. The trouble is, however—as Public Management points out—instead of appearing soon after the end of the year, these valuable reports are usually not available until from ten weeks to three months later. . . . Though the pink slip idea went by the boards last year, a green slip which must be filled out will accompany all income returns this year. This is a result of an amendment introduced by Senator Costigan last April giving local tax assessing officers the right to examine federal income tax returns. The slips will be turned over to local assessors in the hope that an examination will reveal much taxable personal property which was not declared locally.

People and Things

OUTSTANDING appointment of the month on the social front is that of Raymond B. Fosdick as president both of the Rockefeller Foundation and of the General Education Board, effective July 1. Mr. Fosdick is an attorney and a student of European police methods and liquor control, who has long been associated with various Rockefeller projects. He is president of the League of Nations Association.

The significance of the consolidation according to the official statement is that "The General Education Board plans to expend increasing amounts of its principal funds over a period of years; this may finally result in their complete exhaustion. Meanwhile, to avoid any overlapping in the activities of the two boards, it seems wise to have one administration for both." Mr. Fosdick succeeds Max Mason as president of the Foundation and Trevor Arnett as president of the General Education Board.

Achievement—Editor of Connecticut Social Trends and member of that state's welfare department, Charles G. Chakerian recently was appointed lecturer in social science and research associate at Connecticut College, New London. . . . Paul S. Bliss, now of Scoria Lily Ranch and the WPA, North Dakota, but known elsewhere for his years in social work publicity, has balanced his annual book of verses with a large loaf of bread. Simultaneously came announcement of his Cirrus from the West—A Book of Verses Underneath the Yuletide Bough, and of his pioneering effort in building a garage with "rammed earth," a combination of North Dakota's good earth and elbow grease. Mr. Bliss anticipates that his garage will demonstrate a new, better and cheaper form of prairie building.

Good Advice—The news about 1934 (depression) remuneration of "higher ups" in certain great corporations, as released by the Securities and Exchange Commission shortly before Christmas, was reported at length in the New York Times. Here were listed director, $211,178; president, $210,745; vice-presidents, $134,688 and $110,568, and so on down a column which was "filled" at the end with a two-line suggestion:

READ
The Hundred Neediest Cases.

Dinner Meeting—One of those sombre advisory committees, which frequent Washington nowadays, was holding an adjourned meeting in a restaurant's upstairs room, to wrestle with problems of a special FERA study. Unexpectedly the portieres parted to admit the head of a slightly jingled guest who had just wandered upstairs. After listening for a moment, the head shook sadly and withdrew, remarking to itself, "My God! Death takes a holiday!"

Chiefly Professional—You are already tardy, but not too late, if you have not ordered your copy of the Proceedings of the 1935 National Conference of Social Work. Send $3 to the Conference, 82 North High Street, Columbus, O., or, if you are a paid-up Conference member, $2 will buy the book. . . . Social Work Technique, a new "bi-monthly technical journal for social workers," edited by Erle F. and

Pauline V. Young of Los Angeles, Cal., has been announced, beginning with a January 15 issue. According to announcement, emphasis will be directed towards techniques and the scientific approach. A cooperating editorial committee has been appointed by the School of Social Work, University of Southern California, with Emory S. Bogardus chairman.

Race Relations Sunday will be observed on February 9. The Federal Council of Churches (105 East 22 Street, New York) has appropriate literature and program suggestions. . . . The new year brings a Silver Anniversary for the New York League for the Hard of Hearing. From its small beginnings, twenty-five years ago, have grown not only the New York organization but national and United Kingdom movements. There are now nearly 150 "locals," countrywide, in the American Society for the Hard of Hearing. . . . The annual convention of the National Vocational Guidance Association will be held February 19-22 at the Coronado Hotel, St. Louis. Full information from Harold P. Thomas, Lehigh University, Bethlehem, Pa. . . . The National Public Housing Conference will meet January 24-26 in Washington, concentrating on federal public housing legislation. Further information from Helen Alfred, NPHC, 112 East 19 Street, New York. . . . The American Orthopsychiatric Association will meet February 20-22 in Cleveland. Information from Dr. George S. Stevenson, 50 West 50 Street, New York.

The annual directory of agencies doing protective and preventive work with girls, usually supplied by the Girls' Service League of America, this year has been prepared by the National Girls' Work Council. Twenty-five cents from Grace McCarthy, 125 DeKalb Avenue, Brooklyn, N. Y.; free to organization members who have paid up. . . . "A step forward in the development of a non-sectarian, borough-wide social service" in one of the country's biggest and most unwieldy communities is the consolidation, now in process, of the Associated Charities of Flushing, New York, and the Family Welfare Society of Queens County, New York.

Point of View—Moscow audiences are lining up in unprecedented queues to see a new idol, Mickey Mouse, whom they designate a capitalist in disguise, says a cable to the New York Times. One Moscow critic opines, "Disney is really showing us the people of the capitalist world under the masks of pigs, mice and penguins. It looks like social satire to us."

New Leaders—The Washington State Conference of Social Work has elected as president Fred R. Yoder, State College, Pullman; vice-presidents, Orpha Christianson, Longview, and Dr. Marjorie Heitman, Spokane.

The International City Managers' Conference chose Hollis R. Thompson, Berkeley, Cal., as new president; and E. C. Rutz, Kalamazoo, Mich., E. M. Knox, High Point, N. C., and Harold H. Everett, Mansfield, Mass., as vice-presidents.

New officers chosen by the New Jersey State Conference of Social Work include: Frank Kingdon, president of Dana College, as conference president; David Fales, New Brunswick, and Frank R. Pentlarge, Montclair, vice-presidents; and Walter Kidde, Montclair, treasurer.

Comings and Goings—From the New York City office of the state division of parole comes news that Victoria Larmour, case supervisor, has been granted a year's leave of absence; David Dressler and Philip Collins have been appointed case supervisors, and James E. Hurley and Bernard Simmons, senior parole officers.

The Allentown, Pa., Community Chest has a new director, George Harwood, formerly a chest director but lately strayed into FERA. Beatrice Y. Roy has succeeded Laura Bement as executive secretary of the Framingham, Mass., Community Chest.

The second largest limited dividend housing development financed by PWA, which is to say Boulevard Gardens Apartments, New York City, has engaged Ward C. Stepp, experienced recreation worker, to direct spare-time activities for its tenants.

After a year and a half, the position left vacant by the resignation of Dr. Menas S. Gregory as director of the psychiatric division of Bellevue Hospital, New York, has been filled. Dr. Karl M. Bowman, who was chief medical officer of the Boston Psychiatric Hospital, is the new incumbent.

Two new staff assistants to Helen Swift, also new in her job as supervisor of the child welfare division of the Washington State Department of public welfare, are Jessica Mooney, from the Ryther Children's Center, Seattle, and Dorothy Chausse, lately with that state's department of welfare.

June J. Joslyn, who organized and developed the program of the Becker trust fund, which grew into the Wisconsin Society for Mental Hygiene, has resigned to direct the social service and mental hygiene bureau of the New Jersey State Hospital at Trenton.

The Chicago University School of Social Service Administration has added Madeleine Lay, lately of Brooklyn, to its staff as supervisor of field work and research assistant in the new psychiatric unit in Billings Hospital.

Frank Kiernan, formerly executive of the Massachusetts Tuberculosis League, is the new director of the New York Tuberculosis and Health Association, stepping into the shoes left vacant by the departure of Harry Hopkins for more rarefied realms.

Deaths

THE long useful life of Katherine Bement Davis came to a close last month in California where she had lived five of the seven years since her well-earned retirement from active work. She was seventy-five and had been in social work since the age of nineteen. Dr. Davis' life was rich in a variety of interests and dynamic in many fields. As superintendent of the New York State Reformatory for Women, and later as Commissioner of Correction of New York City, she attacked situations which she described as "vile and terrible" and fought them through without fear or favor. She was instrumental in setting up the New York Parole Commission and was later its chairman. From 1918 to her retirement in 1928 she was secretary of the Bureau of Social Hygiene. Her social hygiene studies both during and after the World War earned her an authoritative status abroad, second only to her status at home. To a deep understanding of human motivation and a profound faith in human beings Dr. Davis added a warm, outgoing personality which drew into her circle of friendship persons from the highest to the lowliest walks of life. Dr. Davis earned her way through Vassar to graduate at the head of her class. Degrees later came to her from the University of Chicago, Western Reserve, Yale and the Universities of Berlin and Leipsig.

M. Carey Thomas, one of the foremost American educators, organizer of Bryn Mawr College, and in turn its dean, president and president emeritus, died in December.

The settlement world lost one of its pioneers with the death of Jean Fine (Mrs. Charles B. Spahr), one of the first two American women settlement residents, and first headworker of the College Settlement, New York. . . . Esther G. Barrows, head of women's and girls' activities at South End House, Boston, died recently.

Belle E. Unterberg, founder and for twenty years president of the New York YWHA and active in the New York Federation for the Support of Jewish Philanthropic Societies, died last month.

Book Notes

Fears and Antidotes

SANITY FIRST; THE ART OF SENSIBLE LIVING, by Joseph Jastrow. Greenberg. 312 pp. Price $2.50 postpaid of The Survey.

DON'T BE AFRAID, by Grace Adams. Covici-Friede. 188 pp. Price $2 postpaid of The Survey.

THIS popular genial exposition of familiar data on mental hygiene is offered by Dr. Jastrow as an outgrowth of his radio talks. Evidencing his own sanity, directly and with easy strokes, he wipes out the universality factor in the doctrine proclaimed by the followers of Freud, Jung and Adler. He is especially vigorous and convincing, discussing human weakness in clinging to superstition and cultisms. He recognizes and emphasizes the value of effort and failure, humor and self-evaluation, as setting the patterns for the intelligent expression of our functions, talents and abilities in terms of our instinctive life.

In a lively anecdotal manner, Grace Adams presents a considerable variety of material related to man's approach to, and flight from, the numerous fears that haunt the human species from the cradle to the grave—fears of darkness and noise, of virtue and vice, of marriage and death, of people, places and things, of parents, of opinions and even of self. Unfortunately she confuses the issue somewhat by making almost all of life a response to the direct or indirect motivation of fear. Her primary message is that people should live in accord with traits inherent in their natures, develop true and individual personality and conscience.

Her discussion of fear and its effects upon mind and disposition involves its relation to a sense of insecurity, the fear of the supernatural and numerous factors caught up in man's credulity and suggestibility.

Many will concede that logical reason should be the surest weapon against fear, even while they realize that fear, being illogical, too often does not respond to reason while fear remains harnessed to paralyzing imagination and enervating fantasy. Facing fears and effacing them are no mean challenges to personality. IRA S. WILE, M.D.
New York

Chained

SEVENTY TIMES SEVEN, by Carl Christian Jensen. Lothrop, Lee and Shepard. 294 pp. Price $2.50 postpaid of The Survey.

THROUGH John Dewey's introduction and Havelock Ellis' commendation this book may be brought to the attention of many people not greatly interested in chain gangs; people who, after glimpsing a few pages, otherwise might ask "What is it all about?" The answer is, "About your brother man—in the chain gang." Seventy Times Seven is no exterior view, but a long look into the soul of a man, who with six others, "came chained and padlocked," neck to neck. "Dreams and fantasies and feverragings," he calls the record of his diary, this man who lost his memory in the World War. It is a stream of consciousness account, more convincing than straight narrative, with the reader feeling the horror of the chain-gang surroundings as they affect the five senses.

The material for the book was collected while the author was engaged on a prison survey for the National Committee for Mental Hygiene. Prison camps of Texas gave largely to the findings. A generation younger than Jacob Riis, Carl Christian Jensen is also of Danish birth. His Seventy Times Seven may be the How the Other Half Lives of the prisons. LAURA BELL EVERETT
Berkeley, Cal.

Food for Efficiency

GLANDS AND EFFICIENT BEHAVIOR, by Florence Mateer. Appleton-Century. 243 pp. Price $2.50 postpaid of The Survey.

THE author of this attractively written book claims with possible justice that clinical psychology is more nearly equipped than any other branch of science engaged in the study of human behavior to answer the question, Can gland feeding increase human efficiency? She realizes that the report of gains should be made in terms of exact measurement and that irrational applications may be made of such reports, but at the same time asserts the function of psychology—as contrasted with medicine—to be the education of the public to know its own needs.

There is no doubt of the exciting character of the stories told of success or even of partial success in the treatment of children. However these accounts raise, to a physician, precisely the question which the author herself propounds: namely, the terms of exact measurement. Ben, for example, was a slender "peaked-looking" child with a good appetite and regular sleeping habits but with no ability to build up weight and "look really well." He was poor in memory, attention and vocabulary and very poor in social adjustment. His behavior suggested to the author calcium shortage and hyperthyroidism, but there is no evidence of the exact measurement underlying these assumptions. Hyperthyroidism appears later to have been discounted and calcium therapy tried. At the same time the boy was "handled as tolerantly as possible"; the teacher accepted his annoying behavior in the light of symptoms. Within a week improvement set in; a month later progress was very marked, and cure was recorded at the end of a year. There is still no exact objective measurement to show how much the boy was affected by therapy and how much by his teacher and parents. Other examples cited are still less satisfactory. Even clinical psychology is not yet equipped for this task.

T. WINGATE TODD
Western Reserve University and Brush Foundation, Cleveland

Better People

TOMORROW'S CHILDREN: THE GOAL OF EUGENICS, by Ellsworth Huntington in conjunction with the directors of the American Eugenics Society. John Wiley. 139 pp. Price $1.25 postpaid of The Survey.

HERE in a series of 371 questions and answers the president of the American Eugenics Society tells the story of the scientific background of principles of eugenics, their application to problems of population, to betterment of racial stock and to other social questions and personal problems. The author explains in the foreword that the book is a composite product for which he has drawn freely on the writing of experts in the field, and that the text, for which he takes responsibility, represents an effort to express the general sentiment of the distinguished group of scholars who have collaborated in its publication. A selected bibliography compiled by Frank Lorimer adds further clues for those who wish to go on to a more detailed study than that here provided for the non-technical reader.

MARY ROSS

What is Being Done

VOCATIONAL GUIDANCE IN ACTION, by John A. Fitch. Columbia University Press. 294 pp. Price $2.75 postpaid of The Survey.

IN historical statements regarding the beginnings of vocational guidance, reference is generally made to the work of Frank Parsons, who envisaged the problem from the angle of a social worker. It is significant that the latest volume on the subject has been written by a social worker. It is the fifth in the Job Analysis Series sponsored by the American Association of Social Workers.

Mr. Fitch's data are drawn from some 105 returned questionnaires and from field visits to nine different cities, his material representing educational institutions in fifty-one cities. In addition he gathered special data on placement work from fifty-four agencies in thirty-six cities.

The book is divided into three parts:

The first, serving as a frame of reference, discusses the scope and the organization of vocational guidance; the second tells what is being done in the way of counseling—such as the duties, methods, qualifications, and conditions of work; and the third gives a thorough treatment of junior placement as an integral part of a vocational guidance program, the material being organized functionally. A special chapter is devoted to the placement of the handicapped. Throughout, the author weaves together two strands: one, a sound philosophy of vocational guidance; two, the concrete practice of the worker in the field, resulting in the pattern of what is being done.

The professional vocational counselor will find here a picture of activities against which he may check or evaluate the completeness of his own program. The non-specialist who is continually confronted with the problem of vocational adjustment will get a true picture of the activities of the counselor.

ROY N. ANDERSON
Teachers College, Columbia University

Appetite Waits

EAT, DRINK AND BE WARY, by F. J. Schlink. Covici-Friede. 322 pp. Price $2 postpaid of The Survey.

EATING and drinking are necessary for those who wish to continue living, to say nothing of enjoying; but being wary is a tribulation.

Mr. Schlink's reputation rests upon his efforts to educate the public against unscrupulous advertisers and merchandisers. He here zealously continues his mission by showing how the unscrupulous have annexed to their parade sundry reputable scientists, who have been debauched into supplying fragmentary science which advertisers and promoters use as "arguments" with the ignorant —and helpless—public.

There is no question whatever that we are being offered a variety of sophisticated products in the guise of "food" which are alarmingly lacking in whatever it is that makes food of value, and which are in many cases positively injurious to the consumer. There is no doubt either as to the availablity of technicians at a price, to make statements which, while strictly "true" and supported by "research," can be used to mislead and defraud the public. But the readers of this book will hardly be protected against misleading "scientists" and unscrupulous advertisers by misleading and confusing denunciations of abuses. To be sure, Mr. Schlink does not intend to mislead; but he does. And he does not intend to confuse; but that he cannot help, for he is himself sadly confused.

The "best advice" that the author has to offer is confusing enough: "return, so far as a complex civilization permits, to a simple traditional dietary." Try that in your kitchenette. "Learn from the untutored savage," but remember that your instincts are as "untrustworthy as those of the savage north of the Arctic Circle, who gorges himself on chocolate candy" and sugared peaches when he gets the chance. Neither is grandmother's instinct reliable, if it ever was; for the new technologies have made it impossible to recognize the materials out of which past generations, in various parts of the world, concocted their respective dietaries on elaborate systems of conventionalized use and want. If you went into the open spaces with nothing but those instincts to guide you, you would starve even faster than the modern groceries can poison you.

We are all victims of that extreme specialization which compels us to rely upon thousands of experts whose methods and language we do not understand. These experts are themselves subject to controls that disregard or defeat the interests of the "public." Science has indeed brought about this chaotic condition, but we shall get nowhere by repudiating science or denouncing the scientists. For it is through science that the author has discovered whatever he knows on the subject he discusses with so much assurance; and it is only through science that we can ever hope to discover with any degree of certainty just what it is that we really need—or can do.

BENJAMIN C. GRUENBERG
New York

Women's Place

PROCEEDINGS OF THE CONFERENCE ON WOMEN'S WORK AND THEIR STAKE IN PUBLIC AFFAIRS, 1935. Institute of Women's Professional Relations, Research Headquarters, Connecticut College, New London. 329 pp. Price $1.25 postpaid of The Survey.

ACCURATE, authoritative, up-to-date information about occupational opportunities and requirements is exceedingly difficult to obtain, despite an urgent and persistent demand from students, parents, teachers, and social workers. The Institute of Women's Professional Relations has performed a valuable service in making such information more generally available. The present publication is a welcome contribution which will quickly become an invaluable reference manual for vocational counselors. Twenty-eight occupations for women are briefly described by an equal number of persons who have distinguished themselves through successful work in the occupations of which they write. In addition there are twenty-eight pages of introductory material on public affairs and ten pages which discuss how to choose a vocation and a college, how to find occupational information and how to behave on a job. The volume closes with a consideration of what the colleges should do and what they are doing to fit women for industry.

New York ROBERT HOPPOCK

Somber America

WINTER ORCHARD AND OTHER STORIES, by Josephine Johnson. Simon and Schuster. 308 pp. Price $2.50 postpaid of The Survey.

THE quiet acceptance of nature's stark hardship and the fatalistic philosophy of Miss Johnson's earlier Pulitzer prize-winning novel, Now in November, warn of the nearly unrelieved somberness of these short, finely-cut tales.

Strictly speaking, it is inaccurate to call this a volume of stories. The contents range from the thinly veiled philosophic essay through the social preachment to the purest realistic depiction of humanity, usually tragic. Though mostly cast in the drama of farm life, the people and their experiences illuminate large sectors of primary human living. There is man's fight against nature, the hatreds of race and greed, the pangs of love—and only here does the author deal with young pathos rather than with deep and mature experience. There is the philosophy of calm and healing in nature, the bitterness of poverty, and even an allegory of man's destructive touch upon the earth. There are murder, prison and the cruel stigma of the ex-convict; all told with simplicity and understanding of the woe that is in the world.

Miss Johnson breathes life into her pen portraits. The "very homely, thin little boy . . ." whose chief concern with the parables of the loaves and the fishes is, "Say, Father, what did they do with all them scraps?" is no more alive and appealing than the old Negro preacher, seeking to attain his heart's desire—a trip to Palestine—who arrives at the starting point, only to find "they were sorry . . . he hadn't realized it was a trip for white subscribers only. . . . They wondered about him sometimes afterward . . . what he meant when he said he could never go back home again."

It would be unfortunate if the reader drew from Winter Orchard only an impression of unmitigated starkness in rural life; but even that would not cancel the flashes of insight gained into a way of life basic to America.

RUTH A. LERRIGO

Small Loans

REGULATION OF THE SMALL LOAN BUSINESS, by Louis N. Robinson and Rolf Nugent. Russell Sage Foundation. 284 pp. Price $3 postpaid of The Survey.

THE first six of the dozen chapters in this book present an historical sketch of the growth of the small loan business and its regulation from early

times to 1934. The authors then consider trends in small loan agencies during the past quarter century, the changes brought about by regulation, the characteristics of borrowers, the operation of a modern small loan office, the expenses and profits, and the question of the maximum legal rate of charge on small loans. Some attention is given to other types of small loan agencies, but the study is primarily concerned with that important part of the country's small loan business which is done by the "personal finance companies" created under the Uniform Small Loan Law and similar statutes.

This volume summarizes previous publications of the Russell Sage Foundation on the small loan business and adds additional material to make a comprehensive, condensed survey. Written in a scholarly and impartial manner, and exceedingly well documented, it constitutes the most serviceable treatment of the personal finance business thus far published. CLYDE WILLIAM PHELPS
University of Chattanooga

Out of the Mass

THE DELINQUENT BOY AND THE CORRECTIONAL SCHOOL, by Norman Fenton. California Bureau of Juvenile Research, Claremont, Cal. 182 pp. Price $2 cloth, $1.50 paper, postpaid of The Survey.

THEIR study of the Whittier State School of California has been used by Dr. Fenton and his collaborators "as a basis for evaluating the possibilities of the present-day correctional program." The evolution of this, "one of the more progressive institutions," has been characterized by a long difficult struggle to substitute individualized approach for the penal and mass handling of juvenile delinquents. The various procedures used by Whittier are described and evaluated in terms of specific problems. Among these procedures are the lost privilege and placement cottages, the child guidance conference, the program of academic and vocational education and recreational and social training.

The findings of a statistical study of 400 delinquent boys analyze characteristics related to institutional population, similar to those of other investigators in this field. With this is an analysis of the boys' own stories. After due allowance for unreliability, it is interesting to note how closely these stories conform to more objective research findings.

A study of more than 200 factors related to post-institutional adjustment seems to show that successes were marked by more parental harmony, better experimental composite rating at Whittier, fewer runaways, more constructive interests, better social adjustment, better school spirit, and so on. In general these findings conform to those of the Gluecks, Healy, and other investigators.

One has a feeling in reading the book that the writer is not very critical of the procedures at Whittier. But perhaps it is too much to expect a critical evaluation of an institution supported by state funds voted by legislators who might use the study as political ammunition.
HERBERT D. WILLIAMS
Superintendent, New York State Training School for Boys

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WHAT ABOUT ALCOHOL? by Emil Bogen, M.D. and Lehmann W. S. Hisey. Preface by Haven Emerson, M.D. Angelus Press, for the Scientific Education Association. 112 pp. Price $1.50 postpaid of The Survey. Quantity discounts to schools.

A READABLE, effectively illustrated outline of scientific facts about alcohol, intended especially for readers of high-school age. Dr. Emerson declares in his preface, "The authors have avoided the mistakes of many who have written school books about alcoholic drinks. They have not allowed their writings to be used to carry the argument of fanatics. The great merit of these chapters and of every page is the entire trustworthiness of the facts described and the simplicity of the language used." The black-and-white drawings supplement the text ingeniously and entertainingly.

OPTIMUM HEALTH, by Adelle Davis. California Graphic Press. 247 pp. Price $2.50 postpaid of The Survey.

IF YOU are satisfied with average health, with comparative freedom from colds, infections, indigestion or constipation, with teeth that develop few cavities, with nerves only a little jumpy and weight only a little off balance, then you can get all the information you need about diet from the dozens of books aimed at "normal" health. If, on the other hand, you want "the most perfect health which you as an individual can attain," here is fascinating material new to most laymen and to many physicians and dentists, much of it taken from the Journal of the American Medical Association and other current scientific journals and translated into popular terms.

THE ACHIEVEMENT OF HAPPINESS, by Boris Sokoloff, M.D. Simon and Schuster. 271 pp. Price $2.25 postpaid of The Survey.

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which arises from relaxations born of muscular and sexual experience. The book is unfortunately marred by overstresses varying from endocrines and arthritis to the superior happiness of women and the futility of the present man-made society.

NATIONAL PLANNING AND RURAL LIFE. PROCEEDINGS OF THE SEVENTEENTH AMERICAN COUNTRY LIFE CONFERENCE. Published by the University of Chicago Press for the American Country Life Association, 105 East 22 St., New York City. 156 pp. Price $1.50 postpaid of The Survey.

THE INTERNATIONAL PROTECTION OF LABOR, by Ellsworth Boutelle Lowe. Macmillan. 594 pp. Price $3.50 postpaid of The Survey.

THE work of the International Labor Organization since the 1920 conference at Genoa, the entrance of the United States, and the recent legislative developments in this country in relation to American participation in formulating and applying international labor conventions, are covered in detail in this revised edition of a book first published in 1921. The present volume includes many new chapters, and its bibliography is complete to January 1935.

TEXTBOOK OF ATTENDANT NURSING, by Katharine Shepard, R.N., and Charles H. Lawrence, M.D. Macmillan. 433 pp. Price $3 postpaid of The Survey.

CONVINCED that there is an increasing need for women properly trained to care for patients who are not seriously ill and to fill the breach in the household caused by illness, the authors here present the result of seventeen years' experience in teaching attendant nurses. The text, used in the training course of the Boston Household Nursing Association of which Miss Shepard is superintendent, comprises chapters dealing with anatomy, elementary physiology and diseases, elementary dietetics, nursing procedure and the like, a number of them contributed by experts in the special fields. Its aim is to present these topics only insofar as they add to the understanding which the attendant nurse must possess to do her work intelligently and effectively.

THE RANGE OF HUMAN CAPACITIES, by David Wechsler. Williams & Wilkins 159 pp. Price $2.50 postpaid of The Survey.

A BRIEF study of human variability, emphasizing the difficulties in measuring quantitative and qualitative variations of individual function. The meaning of individual differences is emphasized in connection with the ratios between the least and greatest measure of a capacity, trait, ability or physiological function or intellectual ability. Many interesting questions are raised in the discussion of the somewhat limited data which bear on the limits and range of human capacities.

ECONOMICS OF THE HOUSEHOLD: ITS ADMINISTRATION AND FINANCE, by Benjamin R. Andrews, Macmillan. 626 pp. Price $3.50 postpaid of The Survey.

THIS revised and enlarged new edition adds to Professor Andrews' comprehensive text a series of sections or chapters on subjects of new or developing importance, including household credit and debt, recent budget studies, social insurance, group purchase of health, sickness and death services, and consumer education. The book is a mine of well-arranged fact on the forces which mould family budgets and accounts.

GAMES AND STUNTS FOR ALL OCCASIONS, by William P. Young and Horace J. Gardner. Lippincott. 118 pp. Price $1 postpaid of The Survey.

BRISK aid for those concerned with parties, socials, firesides, outings, schools, churches, camps and the like.

LIVING ALONG WITH HEART DISEASE, by Louis Levin, M.D. Macmillan. 126 pp. Price $1.50 postpaid of The Survey.

A SIMPLE, lively and optimistic guide to a more intelligent understanding of heart disorders. Dr. Levin is cardiologist to the St. Francis Hospital and New Jersey State Prison at Trenton, N. J.

So Were We

TO THE EDITOR: I was of course delighted to have the review of my book, Rotary and Its Brothers, in the December Midmonthly, so prominently placed and written by so outstanding a sociologist as Professor Lindeman. I was disconcerted, however, that my name was consistently spelled as "Madden" rather than Marden, except in the title at the top. CHARLES F. MARDEN

Rutgers University
New Brunswick, N. J.

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SO THEY SAY

Birth control is something like compound interest in reverse.—*Cardinal Hayes, New York.*

A government can be no better than the public opinion that sustains it.—*President Roosevelt in Jackson Day speech.*

A civilization where unemployment is inevitable will never be stable.—*Mary K. Simkhovitch, Greenwich House, New York.*

There is one axiom in history—the reactionaries always lose and when they lose, they lose for keeps.—*Kyle S. Crichton in Life.*

The church is spending too much effort reaching the nice little boys instead of the hell-raisers.—*The Rev. Samuel Walter, White Plains, N. Y.*

Prejudice, jabbed under the skin as with a needle at an early age, makes never-ending difficulties in our civilization. —*"Uncle Dudley" in Boston Globe.*

To tell you the truth 99 percent of all our citizens have not the slightest idea of what is going on in the world.—*Hendrik Willem Van Loon in Today.*

There is little use in a man being able to earn his living if he is not a man at all, but only a trained animal.—*Nicholas Murray Butler, president, Columbia University.*

Finding jobs for the youth of the world is going to be more than an aftermath of crisis; it is developing into a chronic social problem.—*Albin Johnson, Geneva, in The Rotarian.*

We can successfully defend democracy in only one way—by making it work.—*Freda Kirchwey, New York, in The Journal of the Association of American University Women.*

Just try to teach a university faculty any new tricks if you wish to test the strength of academic inertia, of tradition, habit and convenience.—*President Arthur G. Crane, University of Wyoming.*

If we cannot plan, social science is but a dilletante exercise; if we will not plan, social misery is the inevitable accompaniment of social change.—*James H. S. Bossard, University of Pennsylvania, in Social Forces.*

If you like the Supreme Court decisions, they are made by nine men of ripe experience and mature, deliberative, unprejudiced judgment; if you don't they are made by nine old men.—*F.P.A. in New York Herald-Tribune.*

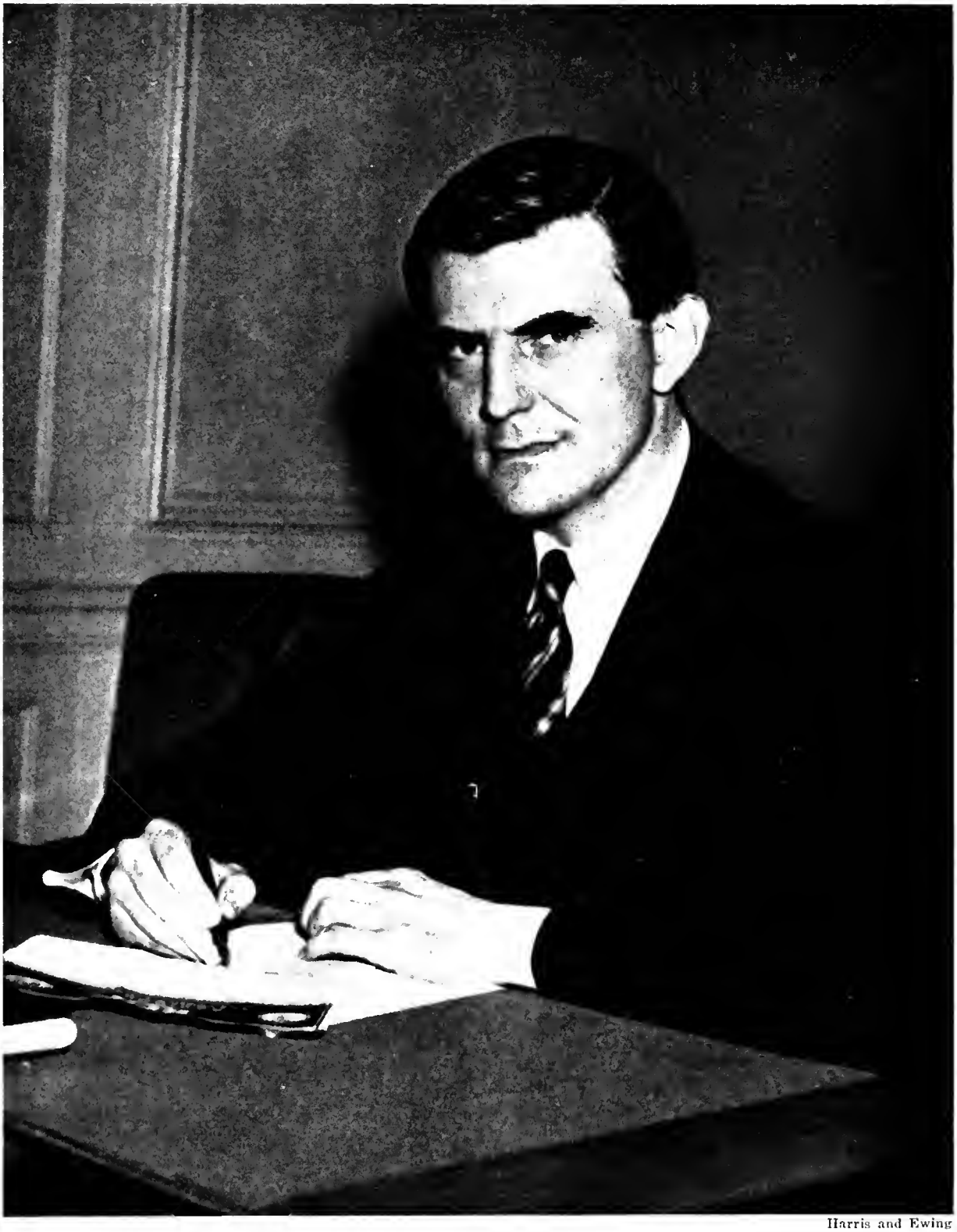
The health of the people of the United States has steadily improved throughout the past five years of economic confusion, in spite of the fears and forebodings of sociologists.—*Haven Emerson, M.D., New York, in radio address.*

Well administered relief is in a large proportion of cases far less demoralizing than the shadow boxing with jobs that characterizes all large scale indiscriminate programs of work relief.—*Wayne McMillen, University of Chicago, in Polity.*

What is startling in the world today is . . . that large groups of civilized men in almost all countries have come to believe that arbitrariness, rather than law, is right, is noble, is the means by which they must achieve their destiny.—*Walter Lippmann.*

In the vast majority of cases he [the radical] has been the man who has had faith in people as over against the cynical, mechanistic theories of life and of human nature. He has stood not only for the rights of human beings, but for faith in human capacity and worth.—*John Lovejoy Elliott, New York, in The Standard.*

The blind are the fortunate members of the community [a coal-mining county]. The law in Pennsylvania grants $30 a month to a blind person whether he is needy or not, so long as his income is under $1200 a year. The feeling is that the loss of eyesight is a small price to pay for such security.—*Field worker's report to American Public Welfare Association.*



Harris and Ewing

JOHN G. WINANT

New Hampshire's former governor, president of the National Consumers League, is the first chairman of the Social Security Board

THE SURVEY

FEBRUARY 1936

VOL. LXXII NO. 2

Social Security—1936 Model

By I. M. RUBINOW

OFFICIAL publicity has held up the Social Security Act of 1935 as the most important achievement of the last session of Congress. On the one hand, that type of American thinking which, curiously enough, adopted the label of Liberty for its league, has identified the measure with Fascism, Nazism and Communism. On the other hand, there are those who are not satisfied with projecting anything less than a perfect Utopian scheme by inducting in themselves a degree of self-hypnosis which blinds them to practical realities. The Townsendites have done this with respect to the one problem of old age; the Lundeenites, more thoroughly now, with respect to almost all the causes of economic insecurity. And among the many old warriors for security, led by my good friend Abraham Epstein, there is a tendency to don sack-cloth and ashes, weep on the banks of Babylon, and on this count and that demand repudiation of the Act of 1935.

With all this lack of consensus, may we explore a possible, if limited and moderate, program for immediate action which might appeal to active forces for progress?

The Act is long, verbose, obscure, embraces a lot of things. While all of them could properly be described as measures of public welfare, many of them fall somewhat outside the domain of the Act's title. Primarily it concerns several specific hazards or causes of insecurity: old age, unemployment, dependent orphanage (more accurately, child dependency). What is our ideal? As extensive and all inclusive a system as we can devise and implement. It certainly should be part of our planning that the provision against these hazards should be "adequate," within the frame of reference of our present economic and social structure. It cannot be a part of a sane Utopia that a security program should establish a standard for the unemployed and unemployable superior to that prevailing for the working millions. Moreover neither Utopian faith nor practical statesmanship requires us to try to get, this year, everything we have tried to get and failed to get for decades. The British unemployment insurance system since its establishment in 1911 has been amended on an average more than once a year. In our own experience, most of our active state legislatures have revised our workmen's compensation laws at every session. What is important is that we forcefully resist any effort to retrace such real steps as have been taken or abandon positions already won. And in facing ahead, it is not so much the speed as the direction of the movement that is of basic importance.

First then, what are the sins of omission in the legislation of 1935, where action, wrongly delayed, must now be pressed? The most serious omission was that of health insurance; its obvious cause, a yielding to the relatively small but influential pressure group of the organized medical profession. Feeble concessions to medical research and the subvention of state public health services only thinly disguise this retreat before a special interest.

THE section on old age assistance seems to have met with more public approval than any of the others. Obviously, what are popularly known as old age pensions were not omitted from the Act. But let us see. The care of the indigent aged has been one of the oldest charges on local poor relief. Vast numbers of them have been among the unemployables on federal relief during the depression. More than thirty-five states had some sort of legislation on the subject before the federal Social Security Act was passed. The American Association for Old Age Security (now the American Association for Social Security) has for years been campaigning not only for state laws but for a federal subsidy. While in many parts of the country the fight over old age pensions was bitter at the time the states legislated, the kind of federal subsidy in the Security Act meets with favor. Indeed why not? A contribution from the U. S. Treasury is always welcome—if it relieves local taxpayers.

Now, in the Congressional discussions much time was given to expressions of sympathy for the needy aged. The amount finally decided upon, a federal dollar for each state

dollar up to a maximum of $15 a month from either or a total of $30 a month, was often referred to as a meager allowance. Yet when Congress votes the necessary appropriation this year—delayed last year by Huey Long's filibuster—the old folks ought to be happy. For many, the pensions might double.

Will they? On repeated occasions during the last six months it has been the writer's unpleasant duty to point out that when the "standards" were almost eliminated from this section of the Act, its purpose was all but nullified. True, the Act provides that in a few years the minimum age shall be reduced from seventy to sixty-five. That is a step forward (though in a number of states it already stands at sixty-five.) Residence qualifications have also been reduced. But an original requirement was that in order to qualify for federal subsidy, any state's pensions must be sufficient for an acceptable standard of health and decency. That requirement might have resulted, if carefully applied by the federal administration, at least in an increase in the amount of pension by the amount of federal subsidy. That essential requirement was lost in the legislative shuffle, in a struggle between the Senate and the House, between the North and the South. Had it been retained, the federal subsidy would have been clearly for the benefit of the aged. With this federal minimum standard eliminated, present pension levels will remain undisturbed in most states. The subsidy will be given not to the aged—they will continue receiving an average of $15 or so—but in the last analysis, to the very articulate local taxpayers. The Social Security Board should lose no time in recommending the reestablishment of decent federal standards.

Old age pensions are a stop gap provision, leading on to the federal system of contributory old age or annuity insurance set up by the Act. As the first application of the principle of compulsory social insurance, with contributions from industry and on national lines, this represents the outstanding achievement of the whole program. Its offer of annuities fluctuating from $15 to $85 in the future—*and without any means test*—breaks ground for a real security program. Is there anything the matter with it?

NO doubt Townsend and Lundeen followers will say that the amounts set are inadequate; Chambers of Commerce and their learned attorneys already clamor that the payroll tax is a heavy and confiscatory burden upon industry. But apart from these extremes, and from another direction, comes an equally sharp criticism: that the old age insurance plan betrays true social insurance principles by failing to provide for contributions from the public treasury. Such governmental participation enters into most of the contributory old age insurance systems set up in other countries. Only thus can income taxation of the fortunate be drawn on to give protection to incomeless age. The American Association for Social Security takes the line that all social security acts must be resisted which fail to provide that the public treasury shall participate in the cost.

Let me say that in my writings on the subject for over thirty years I have always advocated tri-party participation in the cost of social insurance—that is, contributions by employers, by employes and by the state. On the other hand, I cannot accept the point of view that public contribution to the cost is the very essence of the social insurance system. Nor can I for a moment accept the curious economic theory which has been advanced that the employer's contribution, based on payroll, is almost entirely shifted upon the consumer—who is the worker—and is thus all but equivalent to a sales tax. The pragmatic considerations at this moment are that the old age insurance system provided for in the Act is for the future; that it will not begin to pay benefits until after five years, and that the parlous state of federal and state finances makes a substantial public contribution at this time more than uncertain. There is thus an ample interval for reconsideration of the plan.

SIMILAR considerations apply to the actuarial structure. Upon advice of the Secretary of the Treasury, the rates were raised in order "to make the system actuarially sound," creating the fantastic problem of the ultimate accumulation of a $40 to $50 billion reserve. Such a reserve is altogether unnecessary. Even the high responsibilities of a secretary of a treasury do not extend over half a century after his official demise. They do not qualify him to pass judgment on actuarial problems. Mr. Morgenthau, in advising the President, was wrong. Whoever advised Mr. Morgenthau was wrong, or at least very obviously failed to realize the difference between a private insurance company and a national social insurance institution. However the mistake is not irreparable. Given a few years for investigation and education, the necessary changes can and should be made in due time. It is not a pressing problem for 1936.

In contrast, most of the problems of unemployment insurance are pressing ones. When the bill was being framed, there were four possible courses open to overcome the threat of interstate competition that had been employed hitherto to stall state enactments. One of these courses, insurance through code authorities, has disappeared automatically with the adverse NRA decision by the Supreme Court. The administration threw its weight against a second course—a direct national scheme for unemployment insurance, such as was adopted with respect to old age. As an alternative, the technical staff and a majority of the advisory council favored a national-state system of unemployment compensation, combining a federal tax with a federal subsidy to the states. The Cabinet committee and the administration leaders in Congress held to the more decentralized formula of the original Wagner-Lewis bill—a combination of federal tax with offset credit to states which set up systems of their own. This plan, which was adopted, was regarded by experts as the least desirable, both for constitutional and for administrative reasons. Enthusiasm for it is evaporating. Its effectiveness in inducing state action was apparently exaggerated. Through 1935, eleven state acts had passed; 1936 is an off year for legislative sessions. In the meantime a strong resistance has developed, the National Manufacturers Association taking the lead, in the hope that the Social Security Act will go the way of the NRA and the AAA when it comes to the Supreme Court. Constitutional or unconstitutional, the entire administrative basis of the unemployment compensation provisions of the Act should, as I see it, be reconstructed.

To date also, the scheme of individual plant reserves in the Wisconsin act of 1932, has been followed in only two other state enactments. To my mind this alternative should be eliminated. With proper provision for rate classification and merit rating, a state pool as recommended by the Ohio

Commission and as adopted by New York, would accomplish everything that is claimed for the plant reserve plan without sacrificing the assurance of benefits.

These changes should be made before other states have acted and the problems of reorganization have become more difficult. At the same time it might be just as well to wipe out the bizarre system which would concentrate all state unemployment funds in federal hands and dole it back to the states. The cry has been raised of possible danger if forty-eight reserve funds should at the same time unload their securities upon a depressed bond market. That danger could be met by merely transferring certain surpluses to Washington in a reinsurance fund. Back and forth migration of daily receipts and disbursements is so unnecessary as to be silly.

In any reconstruction of the unemployment compensation system, questions of minimum national standards and of contributions from the federal treasury will arise, as in old age insurance and with the same arguments on both sides. The case for minimum and more adequate standards and for government participation in the cost of unemployment compensation is incontrovertible. But considering the very limited extent of that compensation at the start, its lack of provision for prolonged depressional unemployment, and the heavy load upon the public treasury for taking care of the residuum of this last depression, a substantial public contribution can be much more forcefully pressed if and when, with recovery accomplished, the necessity for large federal relief appropriations has passed.

One thing that can and should be added now to the existing federal Act and as a condition of state acts, is some residual liability of the state in case the present actuarial computations prove inaccurate. The penalty for such inaccuracy should certainly fall not upon the unemployed, nor the employer, but upon state and federal treasuries.

These are a few of the minimum requirements for immediate amendment of the federal Social Security Act. Can they be carried through? They could, and should; but will they? The outlook is discouraging. This is an election year—the year of a breathing spell when capital is being reassured. To initiate a movement for serious amendments would be an admission that the work of '34-'35 was not perfect; would give aid and comfort at once to the Liberty League, the National Manufacturers Association and the followers of Townsend and Lundeen. Yet the necessity on the part of the administration to counteract pressure from the latter groups, if the majority machine in Congress should get out of hand, might open the way for change.

Perhaps all that may be expected this year is an educational campaign among those upon whose work state legislation and later state administration will depend. Something will have been accomplished if it comes to be generally understood that the federal government is not the sole custodian of progressive leadership; that uniformity is not even a mixed blessing unless it be upward rather than downward; that our tasks in Albany, Boston, Columbus, Madison and the rest are more urgent than ever.

Farewell to FERA

By FRANK C. BANCROFT

BEFORE the FERA quite finally lapses into limbo, some of us, who came in from the outside, find ourselves wanting to catch, with a fast action shutter and a reflex release, our impressions of social work, with which it brought us into contact.

It happens that I worked during the past year in an agency which extends care—that is, gives relief—to unattached individuals. Children and domestic entanglements being for the most part eliminated, this is presumably a simple form of social work. Nevertheless, we have lived in an indescribable and unabated chaos. Policies have changed faster than clientele, faster even than personnel; department has contradicted department; supervisor, supervisor; memo, memo. By the clock, we have spent just 30 percent of every working day trying to track down policies definitely enough to make work possible. From the angle of the ingenuous participant, this would indicate that we do not know what we are doing. The fact is, we don't—and how our clients know it!

Two stock explanations are offered as to why we have thus found social work a confused realm of activity. First (last and always, really) we are working in an emergency mechanism in which fluctuations in the center preclude all peripheral stability. Insofar as this is true, one wonders whether we might not have adjusted ourselves to the fact with a little more of that situation-manipulating ingenuity which we recommend to our clients when we fail to meet their legitimate requests. But no; we accept a perennial emergency, and with that acceptance comes perennial confusion, instability, opportunism.

The second explanation given us is that the art of helping people out of trouble is still in its infancy and that experimentation is the legitimate keynote. Somehow the untrained initiate is left feeling that social work is young, not as a precocious child, but as a psychotic later adolescent who has been unwilling to face the facts of his world. Public education, public care of the sick, organized labor, insurance, automotive transportation, inoculation, and numerous other distinctly unmediaeval social mechanisms have, during the same era, found it possible to work out a fair share of cohesive, orderly development. But social work gropes, unoriented. It would almost seem that to be a social worker is to be confused, unadjusted—like the client we write about oftener than we meet.

Closely related to this fact, our experience seems to indicate that social work is an ineffectual realm of activity. However sincerely interested we may be in the idea of helping people out of trouble, the fact is that in the large we can't do it. We can help a few a little, make an adjustment here, pump a few drops into an empty and leaky budget-reservoir there, but the big, arterial fact of class poverty through class exploitation has been outside our

field. We haven't even approached meeting the needs of 95 percent of our people. During the past year in our community, we have seen three major budget cuts. Not one word of organized protest came from social workers. Was that not ineffectual rather than—as some would have us believe—loyal? Certainly it did not follow the line of outstanding pioneers in the field who have been loyal to their jobs by attacking the forces and tendencies which invalidate them.

There are a surprising number of people who assert that it is the function of social work to render occasional expert service to unusual people in special situations. This, from our unprofessional angle, is not social work in that the focus is distinctly off the broad lines of society. There are also those who resort to the simple, psychopathic device of recasting the outside world, by fiat, into the kind with which they can deal. Clients do not deserve what they need; or their real need is not what they think it is; or what we give them is actually what they do not need! But most seem honest enough to admit the facts and relax into plain impotence. Only a few continue to nurture in their bosoms that little Pollyanna who chirps periodically that progress is sure to mend matters. They constitute the ideological relic of what was once a religious profession.

And social work is a defensive, a timorous realm of activity. Despite the setting up of publicity bureaus for the issuance of carefully prepared releases, one would have to travel far to find a group of persons as morbidly afraid of publicity as social workers. There are, of course, exceptions. Some social workers have fought for public relief, for cash relief, for federal relief, for unemployment insurance. But, as a general thing, the mention of publicity seems to strike a hyperaesthetic spot. Why is this? Publicity, after all, is the best means yet devised for coming into contact with the public. Social work, truly social, would welcome publicity. But social work seems to us unsocial—in the same sense as the peculiar client who keeps the blinds down. The reason, we are told, is fear of adverse, of incorrect, of malevolent publicity. This is exactly what the perverse client says. She cannot afford to be seen, for she knows she is persecuted. Naturally she never succeeds in interpreting herself to the community because she does not belong to the community.

We are told the press is bad, commercial, political. Social workers should avoid politics! Yet, when social workers in our own community wanted to protest political manipulation of relief a prominent local executive informed them that the leaders of the profession had a long time political plan which would only be disturbed by protest of immediate abuses. We wonder just how we are to make ourselves felt in the community? By turning board meetings into Eleusinian mysteries? By going to all lengths to prevent our employers, the public, from knowing what we contemplate? In the social work we have known, candor seems to defer to fear—fear not so much of the public as of the interests which have ursurped the prerogatives of the public.

A part of the picture we have seen is the rank and file movement in social work. Finding no share in the recognized channels of organized social work activity, many of us have naturally gravitated to it. We believe we have found in it powerful correctives. Rank and file social workers, when they are organized, do not seem confused, ineffectual, or timorous. What part such organizations will take in the vehicles which, whatever they are, succeed the FERA provides material for interesting surmise.

Social Management of Housing

By BEATRICE GREENFIELD ROSAHN

SINCE mid-December a group of some seventy-five men and women have been in Washington in training for public housing management—in effect a new profession for Americans. There is abundant evidence in the experience of European countries that this is a calling requiring people with particular qualifications of experience and personality and that its special techniques are susceptible to the teaching and training processes.

With this in view, the National Association of Housing Officials in cooperation with the Housing Division of the PWA and other federal housing agencies, has organized a four months' course under the direction of Donald Slesinger of the University of Chicago. [See *The Survey*, October 1935, page 313.] The course, in a manner of speaking a proving ground of methods in selection and training, draws on the experience of managers of existing limited dividend projects and others who have long been concerned with furthering low cost housing in this country, no less than on foreign experience. The course includes lectures and discussions as well as field work in well-managed private housing enterprises.

When public housing first loomed on the American horizon it seemed to many people that its management would open a new and unexplored field for social workers; that by virtue of their intimate knowledge of the diverse problems of low income families they were peculiarly qualified for the broad responsibilities of low rental housing management. But it now seems clear that, immediately at least, we shall not have any considerable number of public projects with maximum monthly rentals of between five and six dollars a room—the rate beyond which few of the clients can afford to go. Eventually, when rentals at this level are more generally attained, social workers would seem to have an essential contribution to make to housing management, with their services fairly indispensable to the proper execution of community responsibility. This is not to say that managers of large-scale housing enterprises, where rentals are higher than $5 or $6 but still moderately low, are not faced with a variety of social problems which call for the skills of a social worker. It only means that as our program stands now, social work skills alone are not the paramount requirement.

What, one may logically ask, are the qualifications for managers of public housing projects such as are develop-

ing over the country? It is generally conceded that they must possess two major attributes—business ability and social outlook—a combination rarely found in a single individual. Some management experts hold that business ability is the sine qua non, and others, social outlook; but they agree that the complementary quality can be acquired. Personally I find myself in agreement with Abraham Goldfeld, manager of the Lavanburg Homes on the lower east side of New York, himself a trained social worker, when he says:

It would be a shorter and easier process to instill business sense into someone who by habit places human values above property values than to create social vision in one whose whole life has been devoted to securing cash profits.

On the business side of the management of public housing there are certain fundamentals with which every person engaging in the work must be familiar. Some of them are technical, some impinge on social attitudes. Among them are:

The technique of selecting and placing tenants by standards based on the rental level of the development and the income of the applicant as well as such factors as family health and capacity to adjust to new environments.

The technique of gaining acceptance for rules and regulations, or, in the British phrase, the "conditions of tenancy."

Legal, accounting and statistical methods, including the collection of rents and the handling of complaints.

Building maintenance and services.

Methods of dealing with personnel problems in relation to employes.

Methods of stimulating community activities for adults and children.

The matter of "attitudes" in the management is bound up with the entire philosophy of public housing in its best sense. As I said at the Montreal meeting of the National Conference of Social Work, public housing in my judgment in no sense should be regarded as a philanthropy. It is a belated community responsibility, and everything the tenant receives he is entitled to by right of his citizenship. There must be no atmosphere of paternalism within public housing developments. Children should have play space and recreational facilities because the community owes it to them in terms of a healthful childhood environment.

The importance of social management is recognized in varying degrees by the managers of American "model" developments where the average monthly rentals range from $7 to $15 per room. Here again the degree is determined by the economic status of the tenants. To begin with, however, it is necessary to differentiate between two aspects of social management which have caused considerable confusion. One aspect relates to the development of community and recreational activities; the other to the rehabilitation of families in their new environment, which frequently involves the managers in consultations concerning unemployment, health, delinquency, and so on.

AT several developments in the East and Middle-west, the managers have introduced both aspects of social management. At the Michigan Boulevard Garden Apartments in Chicago, for Negro families, the social features are divided into three broad groups: activities of the social director; recreation program for children; program for adults. The social director investigates all new applicants for apartments and reports her estimate of the family's probable ability to adjust to the new environment. It is her duty, also, to visit the tenants whenever there are instances of maladjustment, overcrowding or repeated complaints. The community facilities include two nursery school units, a large social room, a roof solarium, two children's playgrounds and an interior garden. A widely varied program of children's activities is under the supervision of trained workers. The adult tenants are organized into a number of groups, such as a Sunday afternoon forum, a parents' study group, a handicraft class, and so on. The social room is rented to tenants at a nominal fee for parties and other entertainments.

AT the Lavanburg Homes in New York a close relationship is maintained between management and tenants. The manager is frequently called upon to refer families in need of medical or psychological attention to the proper agencies and necessary financial assistance is often rendered by means of odd jobs around the premises. The numerous recreational activities for young people are open to a limited number of children in the neighborhood as well as to resident children. The basement or the roof, according to the season, is used for recreational purposes. The adults have mothers' and fathers' clubs, a class in English for foreigners, and various other organized activities. Lectures, debates, parties and bazaars are frequent during the winter. A paid social director schedules the meetings, and keeps the recreational program functioning smoothly. The manager encourages but does not himself sponsor the activities.

The Amalgamated Houses, located in the upper part of New York City, are of unusual interest because they are owned and managed by the tenants. As stockholders, the tenants elect the manager as well as the board of directors and help decide all major policies. Tolerance is the keynote of the management policy. Political organizations, therefore, are permitted to hold their meetings in the community rooms, on payment of a nominal fee.

Early in the history of this project, the tenants felt the need for a club-room, a library and other facilities and undertook to obtain them through their own efforts. At present the adults conduct through special committees a variety of lectures, forums, parties and other forms of entertainment. Occasionally the women sponsor a bazaar or similar money-raising function, to finance some needed children's activity, such as a summer camp. In all these matters the management takes the position that: "In a cooperative housing venture, the tenants themselves, given the opportunity and facilities, will organize and develop their own community activities."

The general interest in public housing management as a new profession was indicated by the number of applications —upwards of five hundred—received for the training course now under way in Washington. Another evidence of interest is the recently formed American Society of Women Housing Managers. This society has as its motivating idea the principle of slum prevention as developed by Octavia Hill in England during the latter part of the last century. No large scale effort has ever been made in this country, as has been made in England, to enlist the cooperation of private landlords of adequate low rental dwellings on the fringe of slum areas in adopting a system of enlightened management. The new society proposes to promote this idea and in addition to further the interests of women wishing to enter the field of housing manage-

ment, to advise them in regard to available training, to issue a periodic news letter on management matters and to serve as a clearing house of information for housing managers, men as well as women. Any women interested are invited to communicate with the writer.

At the various housing conferences that have taken place within the past two or three years speaker after speaker has suggested that public housing in this country will to a large extent rise or fall by virtue of good or bad management. With the possibility that the Congress soon will appropriate large sums for low rent housing—in its truest sense—the social worker may expect to enter the picture increasingly. It is therefore none too soon for her —or him—to get ready to qualify for this new profession.

"Lest We Forget"

The Canadian Patriotic Fund, which set the type for war drives and the home service of the American Red Cross, closes its work

By HELEN R. Y. REID, C.B.E.

AFTER more than twenty-one years of service, the Canadian Patriotic Fund has closed its books and ended its great healing work of caring for dependents, in Canada and Newfoundland, of the men who sailed away, in 1914 and after, to fight in the "brief" war that was to end all wars! Though not incorporated until August 28, 1914, the Fund actually went into action in many places within two or three days after the declaration of hostilities. Reservists, British, French and Belgian, called to their colors, got away by the first boats, leaving their families without any provision for the immediate future. Canada responded to their need with the same record for promptness that she later established for the dispatch of her own sons and daughters for service overseas.

In all, four great national campaigns brought contributions to the Fund to the amount of $48,101,265. This sum, augmented by bank interest and good investments, reached a final total of $51,584,824. Meanwhile, during the twenty-one years of operation, the total cost of campaigns, administration and service, in all branches as well as at the central office of the Fund in Ottawa, came to $459,789. The net result is that the relief actually distributed was considerably in excess of the money subscribed.

Careful investigation of claims and a stainless record for financial probity safeguarded the generous outpouring of heart and wealth on the part of the people of Canada. Fund disbursements rose as early as October 1916 to approximately $900,000 a month, and before the end of the war to one million dollars. From 54,000 to 70,000 families were cared for during the heaviest service. A vast amount of work, administrative and routine, was done by volunteers. In Montreal alone some 1800 French and English women worked in one or other of the office departments, on the district, or in the Fund clinics established for soldiers' children. Many of these Fund workers bore burdens of loss of their own men and themselves suffered grievous sorrows like those of the families they served. They were haunted in addition by the fear that the Fund would give out and that families already desolate would be left stranded without sufficient financial help. Government assurance that deficits would be met heartened their efforts as month after month and year after year the massacre of the youth of the world went on. The government's confidence in the administration of the Fund was such that $5 million was later committed to its care for unemployed soldiers during 1919-20.

The Fund's Post-Discharge Relief lasted until 1922, when all emergency grants were discontinued in order that more adequate provision might be made for its continuous cases. In that year a committee of management was appointed to carry on and make such changes in organization as were deemed necessary. In 1924 this committee closed all local branches and thereafter the work of the visiting staff was directed from the headquarters at Ottawa. Only 484 families remained on the books of the Fund at the time of its dissolution. It is this committee of management, consisting of T. H. Blair, E. L. Brittain, W. H. Lovering, J. A. McElroy, H. C. Nickle, W. F. Nickle, chairman, and Helen R. Y. Reid that has just completed its service in bringing the work to an end.

From the start the Fund was a flexible, if far-flung, voluntary activity, supplementing the government's own work. During the war years, Canada spent $200 million in soldiers' pay and in separation allowances to their families. Out of a total enlistment of 619,636 men, 346,531 went to France. Of these 59,544 were killed and 172,950 returned home wounded, blind or mentally broken. In an endeavor to reestablish many of these men in civilian life the Canadian government has expended up to date the sum of $238,947,963. The first war pensions were paid in 1916. Today they number 96,645 and pensioners together with their dependents number 262,063. Pensions are costing the people of Canada—a population of little more than ten millions—approximately $43 million a year, total payments to March 1935 being $643,770,876. By 1921 the direct cost of the war to Canada exceeded $2 billion. By March 31, 1935, Canadian obligations in respect to the war totalled annually 14.04 percent of federal expenditure.

In 1914 the Canadian Patriotic Fund Association of the Boer War days handed over its balance of $75,000 to what was then "the new Patriotic Fund." Today very little of the $50 million raised during the World War remains in the bank. Yet with war in Ethiopia and thunder rumbling in the Far East one feels like asking "How soon will a third Patriotic Fund Association have to be established?"

While Fund workers will ever look back with warmth to the long days of fellowship in service for the war-haunted and war-hurt Canadians, no doubt can linger in their minds that violence and the mass murder of innocent men and women, with a Versailles treaty as the culminating injustice, has served only to plunge the world deeper and more hopelessly into social and political anarchy. Experience has taught them, surely and conclusively, that war is no way of settlement for international difficulties.

Relief Primer

By KEN CAMPBELL

Child: What's that big crowd, Mother? Is there a sale at that store?

Mother: That's not a store, my dear. It's the Relief Headquarters.

C: What's the Relief Headquarters?

M: The place where poor people without work get help.

C: What kind of help, Mother?

M: They used to get food and clothes, and coal in winter.

C: Don't they still get it, Mother?

M: No, dear. Now the relief agency is giving only a little food.

C: How much is a little, Mother?

M: That depends on what state they are living in. Our state is giving seventy-five cents in food for each person.

C: Seventy-five cents every day?

M: Oh, no, darling—every week.

C: Does my food cost more than seventy-five cents a week?

M: Heavens, yes, dear. We spend much more than that on you, much more. You'd be sick if we didn't.

C: Do the poor people get sick, Mother?

M: Perhaps. But if they do, they can go to the City Hospital.

C: Doesn't the City Hospital cost anything, Mother?

M: Certainly, dear, quite a great deal.

C: Do they get more to eat at the City Hospital?

M: Oh yes—they're sick then.

C: Wouldn't it be better if they had more to eat now so they wouldn't get sick?

M: It would seem so. But the agency doesn't have enough money.

C: Why not?

M: The government at Washington has quit sending it. The government has quit the relief business.

C: Why, Mother?

M: The government thinks the state should raise the money to care for the poor.

C: Then why doesn't the state give the poor people enough to buy food?

M: The state says it hasn't enough money.

C: Couldn't it get the money?

M: Perhaps. But the state is waiting for the government at Washington to begin sending money again.

C: It sounds like a game, Mother—the game Daddy and Uncle play. The one where they each wait for the other to make a move.

M: Chess, dear. This game is called politics, but don't ask me to explain it.

C: But can't someone help the poor while the government and the state play the game, Mother?

M: That is too deep a problem for me to try to explain. Besides, the government *has* done something to help. It organized the WPA, which is like a big business. The WPA gives work to the poor so they do not need relief.

C: Then why aren't these people working, instead of waiting for food?

M: The WPA hasn't enough money to put them all to work. Besides, the WPA does not help people who are too old to work well, or who are sick—it calls them unemployables.

C: What will become of the poor people who can't get work or enough to eat?

M: I can't tell you, my dear. But let's not worry. Father has a good position, and will take care of us.

C: I thought God took care of us, Mother.

M: Well, He does—in a way.

C: Then why doesn't He take care of the poor people?

M: I can't answer that, my child.

C: Does God want the poor to stay poor all their lives? Wouldn't He like us to give them some of what we have?

M: Don't ask so many questions, darling. God probably intends them to be poor. The Bible says, "For unto every one that hath shall be given . . . but from him that hath not even that which he hath shall be taken away. . . ."

C: Does that mean that you and father and I will have a new automobile and nice clothes, and that the poor will get hungrier?

M: Something like that. Let's not talk about it any more. Father will be here soon, and we'll go home. Are you warm enough, darling?

C: Oh, yes, Mother! My coat keeps me good and warm. But Mother, won't the poor people get sick from the cold? Look, some of those men haven't overcoats. Why don't they go home and sit by the fire?

M: Some of them have no fires. I told you the relief agency is giving only food. Of course, if they're sick, they get coal. Then, as I said, there is the City Hospital if they get very sick.

C: Wouldn't it cost less to give them coal to keep them from getting sick? Oh, here comes one of them to the car. Let's give him some money. See how ragged his clothes are!

M: No, no, dear. That would pauperize him. (*To the man*) Sorry, we can't help you.

C: (*as the man walks away*) Mother, I'm so worried. What if all the poor people get sick, or starve?

M: They won't, my dear. Don't worry. At least, they won't starve.

C: Why not, Mother?

M: Because the President said, "No one shall starve." Hush, dear, here comes your father. Don't speak of the poor people to him. He thinks they are retarding business recovery. Remember, now, don't say a word!

Framework for Social Planning

By EDUARD C. LINDEMAN

Professor of Philosophy, New York School of Social Work; Chairman Social Planning Committee, New Jersey State Conference of Social Work

IT seems incredible that only three and four years ago the intellectual atmosphere of the United States rang with such phrases as "economic planning," "social planning," "a planned society," and so on. Was it not three years ago that Walter Lippmann (speaking in California) insisted that the entire meaning of modern history pointed toward a planned society? And is this the same Walter Lippmann who now warns his audience (speaking in New York) of the perils of planning? So quickly do the moods of the public and leaders change. A movement sweeps the country and before there is time to set in motion the machinery of public education necessary for its comprehension it is overtaken by another movement. Insights are forestalled by this rapid succession of panaceas with the result that power and prestige once more drift back to those whose primary aim is to maintain the status quo—which, in turn, means back to the old anarchic order in which activity proceeds without a sense of direction, and in which there can be only one assured culmination; another and a deeper collapse.

Happily, there are a few who have not regarded the notion of a planned society as merely another shibboleth, a passing intellectual fashion. These few—and they are to be found at work in England, Mexico, the United States and elsewhere—have realized that planning calls for the highest possible order of human intelligence, namely that of coordinating our vast accumulations of knowledge and of institutions in such manner as to cause them to function in a unifying direction. They know that intelligence of this sort does not now exist, that it needs to be brought into being, and that it can arise only through persistent and devoted labor.

A simplified form of economic planning can, of course, be applied almost immediately, especially in industrially and agriculturally undeveloped countries; if the aim is merely that of increasing material production, this can be brought about quickly since the necessary scientific and technological knowledge is already available. But, in highly developed countries the major task is not merely concerned with material ends; in these areas of the world the primary goal of planners is to visualize and objectify social values. It is not enough that a few individuals are already aware of such values and are prepared to preach their acceptance to all who have ears to hear; in order to render values practicable they must be discovered and tested by patient study. The best procedure for attaining knowledge of this sort is reached when planning groups work together over prolonged periods of time and within restricted areas.

Social planning—yes; but how, query social workers. What is the framework within which we may proceed to think intelligently and to act effectively? In December 1933 the New Jersey State Conference of Social Work appointed a committee with Eduard C. Lindeman as chairman, to visualize and objectify the values and goals of social planning for the state. At the annual meeting of the Conference last December Mr. Lindeman presented the Social Planning Commission's interim report, which he here summarizes. The setting is New Jersey; the approach and method constitute a working model for social workers anywhere

The New Jersey Social Planning Committee appointed by the New Jersey State Conference of Social Work is such a group. It possesses no official authority and performs no administrative functions. During the first year of its existence its efforts were confined almost entirely to an analysis of the major social researches conducted within the state during the past decade. The aim was to discover what recommendations the various fact-finders had proposed and the extent to which their recommendations have been put into practice. During the second year its reflections have been directed toward a critical review of pending and proposed social measures affecting the welfare of the state, and toward attendant standards, goals, hypotheses, and values. The frame of reference within which the Planning Committee's work has proceeded includes the following principles:

Social planning must be correlated with social research in order to make goals compatible with facts.

Social planning must deal with considerations of centralization of power on the one hand, and with the democratic process on the other.

Social planning must consider the distribution and the locus of responsibilities, as well as goals and values.

Social planning must consider, especially in the United States, the related roles of public and private agencies.

Fact-Finding and Social Planning

WITH these basic principles in mind, the Planning Committee has submitted an interim report calling for thorough-going and critical discussion by all citizens, as well as by social workers.

The Social Planning Committee has discovered that on the whole the social researches conducted within the state during the past decade have been extremely expensive, and that the results, so far as application is concerned, are woefully meager. In one instance, namely with respect to the State Department of Institutions and Agencies, there appears to be a very high correlation between research recommendations and resulting action, but this agency remains the exception. Most of the significant recommendations which have been proposed

by fact-finders in the fields of education and health have not been put into effect.

As a consequence of its research studies, the Planning Committee therefore begins its interim report with a strong appeal for the establishment of a centralized state bureau of statistics and research designed for the purpose of (a) collecting sociological, economic, educational, and health facts, (b) interpreting these facts to the respective agencies of the state and to the citizens at large, and (c) coordinating all official and non-official research enterprises within the state. This central bureau should cooperate with state, county, and municipal authorities and also with private research agencies and foundations. The bureau should operate under the guidance of a sponsoring commission or board composed of citizens, social scientists, and professional social workers. The skeletal staff of the bureau should be headed by a person trained in modern research methods who has also demonstrated his capacity as an administrator; and the bureau should be empowered to engage other experts in specialized fields of research as occasion arises. It is the conviction of the Social Planning Committee that a permanent research bureau of this sort would greatly increase the effectiveness of state agencies, and also, that the net result would be a vast saving in costs.

Future Administration of Unemployment Relief

THE Social Planning Committee assumes that proposed plans for providing social security, through pensions and otherwise, will not be adequate to meet the needs of New Jersey's unemployed for the immediate future, and that there will exist for some time to come a large body of unemployed adults and youth for whom some sort of provision will need to be planned. It is anticipated that the federal government will continue and expand its program of public works and that these projects will constitute an important factor in reestablishing the balance between labor supply and effective demand arising from private industry. On the other hand, it appears that even large-scale public works enterprises will not be sufficient for this purpose in the near future, if ever. Consequently, the Committee believes that both the federal government and the several states should now plan for a permanent relief organization which may be called upon to function speedily and effectively on behalf of unemployable, and those unemployed who may be suddenly deprived of their income by reason of unforeseen causes.

It is the Committee's conviction that this future, and relatively permanent structure of relief administration should include a relatively small national staff, whose function should be that of determining needs and elevating standards of relief administration. In each of the states the relief organization should become an organic branch of the state welfare division. The actual operation of this system should thereupon become the responsibility of county welfare boards whose members shall be selected from a panel submitted by the State Department of Institutions and Agencies to the county boards of freeholders, one of whom shall be a member. These county welfare boards shall employ trained workers who will, in turn, operate with the advice of local welfare committees. (It will be noted that this plan contemplates the complete abolition of county and township commissioners of the poor.) In addition to the supervisory function ascribed to the federal agency above, it is recommended that the federal government be empowered to make grants in aid to the various states for relief purposes and in such manner as to bring about a just equalization of benefits.

Toward Increased Social Security

SOCIAL workers and their constituencies are implored to place social security upon their coming year's agendas for continuing discussion. Present enactments and pending laws in this sphere constitute the most important step thus far taken by the United States to shift the responsibility for basic security from the individual citizen to the citizenship in general. The net result of these laws will be to mutualize certain hazards of modern life in a technological society in such manner as to allow for more orderly planning of individual and family careers.

The Planning Committee desires to make two types of recommendations, namely, those calling for immediate action, and others which need to be postponed for purposes of further study and analysis. They are:

Category A—For immediate adoption

1. The acceptance, by proper revision of the state old age assistance law, of the terms of Title I of the Social Security Act in order that the state protect its dependent aged more adequately through the use of federal funds provided. The minimum age for eligibility for old age assistance under the revised law should be set immediately at sixty-five.

2. The acceptance, by proper revision of existing state laws or practices, of the terms of Titles IV, V, VI and X of the Social Security Act covering: aid to dependent children; maternal and child health; aid to crippled children; child welfare; public health.

3. The enactment of an approved unemployment compensation law to provide a more certain, effective, and socially beneficial method of affording relief to unemployed workers able and willing to work. While accepting the minimum or definitive standards of the Social Security Act in order to insure tax credits to employers against the federal tax, the legislature should embody in the state law those provisions which insure the relative financial adequacy necessary in a state subject to a high degree of depression unemployment. Among the provisions assuring relative financial adequacy are:

- The establishment of a single pooled reserve
- The collection of contributions from workers at a reasonable ratio to employer contributions
- The requirement of a relatively long waiting period before benefits begin, preferably four weeks
- The payment of a rate of benefit reasonably proportionate to average wages but not more than a conservative absolute maximum
- The use of a conservative ratio of maximum benefits to contributions, preferably one to four
- The setting of a conservative maximum limit to total benefits paid to an individual in any one year —preferably sixteen—with possible exceptions for workers of unusual employment experience
- The elimination from benefits of seasonal workers, except during periods when normally employed
- The postponement of reductions in contribution rates for favorable employment experience until definitive experience develops
- The requirement of a continuing minimum contribution by all eligible employers regardless of favorable employment experience

Further, in order that the state employment system be administered effectively, it should be provided that:

The system be administered by a highly qualified, nonpartisan board independent of any existing department of government and directly responsible to the governor.

Such salaries be established for both the members of the board and its staff that highly qualified personnel may be secured and retained.

Proper civil service qualifications and status be established for the board and the staff of the board to the fullest extent possible and without veteran preference in appointment.

The existing employment service of the state be transferred to the board and reorganized, improved and extended with the assistance of the federal funds provided under the Social Security Act.

Provision be made for the adequate collection, analysis and dissemination of statistics on employment and unemployment in the state, correlated with similar statistics of other states.

Provision be made for cooperation with other agencies in the state in affording vocational guidance or other aids to satisfactory employment.

4. The establishment, with adequate funds and personnel, of an effective administration and enforcement of the existing minimum wage law of the state, and further, the appointment of an independent, nonpartisan commission for the purpose of recommending from time to time improvements in the law and its administration.

5. The reorganization of the administration of the workmen's compensation law of the state and the appointment of an independent, nonpartisan commission for the investigation of improved methods of providing certain, prompt, and adequate identification of workmen in this state suffering occupational injuries or disease.

6. The adequate enforcement of the existing legislation for the prohibition or regulation of child labor, the control of labor of women, the control of home industries and the insurance of safe and healthful conditions of labor for men, women or children and provision for a complete re-survey of the adequacy of existing legislation.

Category B—For immediate and continuing study

1. A system of sickness and disability insurance.

2. A program for the encouragement of savings bank life insurance similar to that in Massachusetts.

3. A program in cooperation with the federal government for the elimination of city and rural slums, the encouragement of more satisfactory distribution of urban, suburban, and rural population, residential facilities, and sustaining industrial and agricultural enterprises.

4. The extension of the state program for healthful recreational facilities such as forests, parks, camp grounds.

The Planning Committee has not yet conducted a thorough study of the present State Department of Labor and is not, therefore, prepared to offer specific recommendations. Members of the committee are convinced, however, that this department of state government will need to be extended and revamped if it is to function in a coordinating fashion with respect to pending proposals designed to increase social security for workers. A present and paramount need exists for the establishment of an efficient system of employment exchanges, staffed by trained persons employed under civil service regulations, and operating in conjunction with a federal system of employment centers. In order to promote orderly planning for the future there exists also a demand for reliable statistical information concerning so-called unemployable workers, the nature of nonemployability, current fluctuations in employment, and the employment of workers in homes.

The Committee's Continuing Program

ALTHOUGH the Committee operates in a flexible manner and is disposed to give attention to problems which are pressing at the moment, it also aims to give continuing attention to certain long-term situations. Among the areas contemplated for future consideration are:

A long-term state plan for housing, together with a study of ways for implementing the work of the state Housing Authority

A modernized state system of public health including eugenic legislation

The development of a state program for the development of leisure-time activities

Adequate training for social work and public service

A modernized and expanded civil service plan

In closing its interim report the Social Planning Committee desires to reaffirm its faith in the democratic process. Its members do not believe that society can be saved through the instrumentality of experts working upon ignorant masses; on the contrary, its members believe that all social planning which looks toward a more orderly form of social progress must be referred to the people at one stage or another. The Committee also makes claims on behalf of the profession of social work. It insists that social workers are to be not merely the servants of a privileged class, but rather the designers and technicians of a society founded firmly upon justice for all the people.

Storm Over Minneapolis

SINCE early December, Minneapolis has been the scene of political sturm und drang with the relief organization at its center. The circumstances are significant because back of the situation lies a long history of pioneering in social work and a community from which a demand for good administration in public assistance might reasonably be expected.

On December 4 the Minneapolis Board of Public Welfare, an unpaid body appointed by the City Council, ordered the suspension for ninety days, "for disciplinary reasons," of the superintendent of its Department of Public Relief, Melchior U. S. Kjorlaug. Since Mr. Kjorlaug was protected by civil service this was the utmost the Board could do at the moment without preferring charges.

Mr. Kjorlaug had become superintendent in 1930 after long experience, with private social agencies and later as city alderman and member of the very board which now sought to dismiss him. Through the five depression years he built up a modern and efficient department of public welfare out of a much criticized municipal agency. At the

last election, when the Farmer Labor Party swept into office in Minneapolis, several of its members replaced more conservative representation on the Board of Public Welfare. One of these, Councilman Edwin I. Hudson, became chairman of the Board's relief committee and with Councilman I. G. Scott began at once a drive for Mr. Kjorlaug's dismissal from the Department of Public Relief. A special sub-committee of five members was appointed to hear relief complaints, and clients were invited to present their grievances. After two months of listening to complaints, the sub-committee issued a report criticizing the administration for unfairness and partiality in its dealings with clients and for the administration of relief ". . . under the case work system . . . (which) necessitates long and very often silly and useless case records . . . is based on a wrong diagnosis of the clients' needs . . . (and) is due to the dominance of private social agencies in the past."

TO this the Twin City Chapter of the American Association of Social Work replied, but so rapid was the course of events that its statement had slight publicity. The chapter pointed out that case work in relief administration means granting relief on an individualized basis and establishing eligibility upon a basis of need:

> This implies granting varying amounts of relief according to differing needs. This method is utilized to insure a more just and equitable use of available resources than would be possible in the practice of granting mass relief on an undifferentiated basis.
>
> Those professionally engaged in social work have long recognized that the fundamental social problems of our social and economic order cannot be met by any relief policies however adequate or any methods of case work however good. Social workers cannot out of the resources or processes of social work furnish employment but can cooperate with other groups seeking to establish opportunities for the reemployment of workers now on relief.
>
> . . . the practices and policies in operation are the responsibility of the Board of Public Welfare. This body is charged with laying down the policies for amounts of food and relief in families; for determining rent schedules and such other items as may be allowed in the relief budget; and for obtaining funds for such policies. It is the responsibility of the employed worker to carry out these instructions as defined by the Board.

The action of the Board in suspending Mr. Kjorlaug was followed by a mass meeting of some 300 of the staff of his department, endorsing his administration, and by efforts of the League of Women Voters and other organizations to secure legislation taking the department out of municipal politics and making it a division of county government. At this point the mayor appointed an independent Citizens' Committee of Fifty to appraise the situation.

In the meantime the Board had recalled Richard Tattersfield, the former superintendent (who had retired because of age) on a two-months' appointment "to reorganize the Department of Public Relief." The Civil Service Commission refused to confirm this appointment and after a week or so Mr. Tattersfield was succeeded as acting superintendent by Norma Fodness who had served on the staff for many years under both Mr. Tattersfield and Mr. Kjorlaug. Mrs. Fodness had worked closely with the Board's sub-committee on complaints and was said to have provided it with much of the material on which its report was based. She immediately began a shake-up, transferring, dismissing and demoting certain staff members who had been loyal to the Kjorlaug administration, and endeavoring to raise the salaries of others. Field workers were given discretion to grant relief without reference to any supervisors, a move which, in the existing set-up, was felt to have definite political implications. During all this time the State Emergency Relief Administration insisted on having its own appointee, paid by itself, as case supervisor.

Into the turmoil of charges, countercharges and general confusion the SERA, which has been contributing some $500,000 monthly to Minneapolis' relief bill, threw the warning, couched in no uncertain terms, that if "reorganization" of the department continued as it had begun, the state subsidy would be withdrawn.

Public reaction followed. By late December it had gone so far that the City Council voted to remove Councilmen Hudson and Scott from the Board of Public Welfare because of their "crude and tactless" method of removing Mr. Kjorlaug and their further attempt to remove the superintendent of the General Hospital.

Meanwhile, opposition to Mrs. Fodness' regime was crystallizing in the staff of the department, notably in the Workers' Council, formed two years ago, which now has applied for a charter from the American Federation of Labor. At a stormy meeting of the Board of Public Welfare on January 14 this organization pressed charges of favoritism and extravagance against Mrs. Fodness and secured her demotion to the rank of investigator, thus leaving the Department without a head. Meanwhile Mr. Kjorlaug has offered his resignation to the conservative member of the Board who however refuses to present it for action until a candidate whom he approves is available for the job. There are now some twenty candidates.

WHILE all this was astir the Committee of Fifty called Burdette Lewis of the American Public Welfare Association to "appraise the situation." His report, rendered on January 11, was in effect a strong recommendation for the appointment as superintendent of Frank J. Rarig, formerly director of CWA for Minnesota and director of work projects of the Indiana Commission on Unemployment Relief. He further recommended that the Board of Public Welfare keep its hands off complaints and administrative detail and address itself to broad policy-making. But the Farmer Labor Party, with Councilman Hudson as chairman of its local executive board, dissatisfied with the Committee of Fifty, had organized its own investigation which backed up Mrs. Fodness and attacked the suggestion of Mr. Rarig's appointment, not on grounds of incompetency but because his appointment was supported by the Community Chest. Mr. Rarig, returning from a trip to Chicago, asked in the papers what all the shooting was about—no job had been offered to him, he said, and no one should assume that he would accept it if it were.

As this is written in late January the whole situation remains at an impasse. The Department is still without a head, the Mayor himself is signing the relief checks, and there is no clear indication whether Minneapolis will gather itself together and reintegrate its relief organization or will permit it to be disintegrated further by the pulling and hauling of opposing political factions.

The Common Welfare

Ancient Liberties

CURRENT threats to civil liberties in this country are made vivid by three recent reports. The Methodist Federation for Social Service, in its bulletin, gives thumbnail sketches of nearly a hundred instances in which during the past year violence and intimidation were used against labor, radicals and the unemployed. The department of research and education of the Federal Council of Churches in its Review of Current Issues shows the efforts of the Hearst press to negate the Bill of Rights and details recent attacks on civil liberties through teachers' oath laws, the incitement to disaffection bill, sedition prosecutions, police repressions and mob violence.

One of the recent flagrant cases was the kidnaping in Tampa, Fla., of three leaders of the Modern Democrats, a group which had polled an impressive minority vote in a city election. One of the men died; the two who survived were able to tell what had happened and to accuse members of the police force as members of the mob that flogged them. Six policemen were arrested, charged with first degree murder. Later the chief of police was indicted as an accomplice. The trials are scheduled to begin this month.

The struggle for civil liberty "on the land" is the theme of a new report by the American Civil Liberties Union, covering the milk strikes and resistance to mortgage sales by farm owners, the efforts of farm laborers and sharecroppers to organize in California, Ohio, New Jersey, and the South.

In its bulletin, the Methodist Federation compares these American trends toward suppression with the violations of civil liberties which accompanied the growth of fascism in Italy and Germany.

Children's Crusade

THE fate of the Children's Crusade led by Nicolas the German lad is a historical mystery, echoed only in the legend of the Pied Piper of Hameln. They never reached the Holy Land. In the thirteenth century, as in our time, children could not travel far without money, guidance and assurance of a hospitable destination. The present exodus of Jewish youth from Germany is under wiser auspices. Parents unable to flee from "economic, social, political and religious disabilities" actually encourage their children to depart forever to foreign lands. By dramatic coincidence the destination of many of them is Palestine. Late in January Sir Herbert Samuel assured the National Council of Jewish Federation and Welfare Funds, meeting in St. Louis, that the British government is sympathetic not only in the Palestine mandatory but in other dominions. This modern Children's Crusade must be underwritten (through gifts and loans) with an immediate amount of perhaps $10 million in addition to all other funds raised for victims of European persecution. In response to impassioned pleas by Felix M. Warburg of New York and William J. Shroder of Cincinnati, the Council, without waiting for details, resolved to finance the escape of Jewish children from Germany, Poland and parts of eastern Europe. Mr. Shroder, president of the Council, estimated that "we could double giving out of income without going into capital." The resolution urged American Jewry to give beyond all previous quotas for the sake of the victims of Europe's tragedy "and for our own self-respect and character."

Peace on the Railroads

A RECORD which makes clear the values of law over conflict in labor relations is offered in the first annual report of the National Mediation Board, submitted to Congress by its chairman, William M. Leiserson. This agency is the labor relations board for the railroad industry, administering a collective bargaining law very similar to the National Labor Relations Act. Looking back over the first twelve months' work, Mr. Leiserson writes: "We are pleased to report that during the year there were no strikes in the railroad industry." Two strikes were called, but strike action was postponed pending mediation. A total of 166 labor disputes were disposed of by the Board during the year, involving more than 100,000 employes on 117 different railroads.

The Board functions in an industry which is 95 percent organized for collective bargaining. Out of each 100 workers, seventy-one are represented by independent unions, twenty-four by company unions. Since the amendment of the Railway Labor Act in 1934 to prevent the use of the economic power of the employer in resisting labor organization, there has been a marked trend away from company unions and toward independent unions.

The report gives a complete picture of the labor relations machinery and its functioning. It is a heartening picture, for it shows how, in place of injustice, bitterness and conflict, it is possible to devise and carry out a scheme for a complex, competitive industry which "imposes positive duties on employers and employes alike, defines rights and makes provision for their protection, prescribes methods of settling various types of disputes and sets up agencies for adjusting all manner of differences."

Hardship Cases

DESPITE good character and homes long established in this country, 2862 aliens, most of them with wives and children who are American citizens, will be deported on March 1 unless Congress intervenes. These are the so-called "hardship" cases in which the Department of Labor has stayed action during the past three years in the belief that Congress would not permit deportation "if it knew the facts and understood what was involved in family separations, in suffering to innocent American citizens . . . in loss to our own economic and social interests."

In the ten years or more that most of these 2862 aliens have lived in the United States they have founded homes, demonstrated their good character and, with few exceptions, have maintained themselves continuously. The only charge against them is illegal entry, an offense which, as

Commissioner MacCormack says in his report to Congress, "in itself is not a criterion of character," prompted as it most commonly is by "a desire to join family or relatives, to find refuge from oppression or to better oneself economically."

In cases where the illegal entrant has demonstrated good character and has established a family it would seem the part of humanity, common sense and sound American tradition to establish a statute of limitations. This, in effect, is what the pending Kerr bill (H. R. 8168—S. 2969) would do. It would strengthen our deportation laws against the alien criminal, give the government new powers to apprehend the illegal entrant and a limited discretion not to deport in the case of aliens such as the 2862 reported to Congress last month. The bill, already favorably reported by the Senate and House Immigration Committees, would give the country at once a more effective and more enlightened deportation policy.

Everybody's Business

BEFORE the present New York legislature was a month old it had before it a block of bills embodying the substance of the sixty-point anti-crime program developed by Governor Lehman and his expert advisers out of the state crime conference held last October. The bills propose a general overhauling of the organization for catching and dealing with criminals, largely in the direction of simplifying and strengthening procedures, state and local, and of centralizing state authority. There would be a new State Department of Justice, similar to the U. S. Department, with control of the state police and with bureaus of identification and investigation. The use of probation would be extended through county systems and the parole system unified and strengthened.

It is interesting to note that Point No. 1 of the Governor's program deals with crime prevention through the development and coordination of local activities through a state bureau, while Point No. 60 aims at interstate compacts "for mutual helpfulness in relation to any person convicted of any crime or offense who may be on probation or parole."

Governor Lehman put his program forward as "everybody's business" and urged nonpartisan consideration for it. It now seems probable that a considerable number of bills will be enacted and a substantial beginning made in a comprehensive, modern, anti-crime program.

Q. E. D.

FIVE years ago the vision and initiative of a handful of men brought together under one Chicago rooftree some seventeen organizations concerned with the study and promotion of better government. Central in the sense of teamwork but not of control or domination was the Public Administration Clearing House, headed by Louis Brownlow. Last month the demonstration of the usefulness of this constellation of agencies and their methods of working, severally and together, was recognized by the Spelman Fund of New York with a gift of one million dollars to the University of Chicago to erect and maintain on its campus a building especially designed for their purposes. This does not mean that the agencies will come under the jurisdiction of the University but that there will be closer contacts and a stabilization of relationships that have shown themselves fruitful to all concerned. As in the past each agency will continue to stand on its own feet and maintain its own base of support.

"The enterprise now ceases to be an experiment," says President Hutchins of the University, "It becomes an established feature of American government. The University is delighted to cooperate."

How Low Is Low Cost Housing?

"WE must build homes in the price range of $2500 to $6000. The greatest number should not be over $4000. This price structure is necessary to serve the 93 percent of our population who have always been neglected. We herewith submit recommendations as to methods to be employed to accomplish this program."—*Home Building Program, Committee for Economic Recovery, Third Report to the President.*

"Preliminary studies reveal that it is all but impossible in the present state of the art of construction to erect well-built, satisfactory and salable houses much lower than $5000. . . . No change seems possible short of a complete revolution engineered through the combined efforts of the entire industry."—*Progress Report, Purdue University Housing Project.*

Thus do impressive statements—these two arrived in the same mail—contradict one another.

The Purdue project (see page 51) is experimenting in ways and means to reduce building costs and to discover how low cost houses stand up in use. The Committee on Economic Recovery—a large group of business, educational and financial leaders—is proposing a housing program calling for the combined efforts of all the construction industries. Without attempting to evaluate the technical aspects of these two reports certain significant indications seem to emerge from them, even to a casual reader: Private industry is recognizing an opportunity perhaps even a responsibility, in the field of low cost housing; there is grave doubt whether it can build for the low income group without a complete revamping of the industry; another movement to promote home ownership is under way.

It should be noted that both the Purdue group and the Committee are primarily concerned with building for families "able" and wanting to buy their own homes. There remain the large numbers, the low income city folk for example, who, willy-nilly, must live in rented quarters. There is small evidence at this time that anything but public housing, vigorously prosecuted, will meet their urgent needs.

A TRIAL of the strength reputed to lie in unity has been launched among national peace organizations. Left and right, educational, religious, propagandist—thirty-one in all—they have joined ranks under the banner of a National Peace Conference. The Rev. Walter W. Van Kirk, for a decade secretary of international justice and good will of the Federal Council of Churches, will direct the new organization. It is expected that effective mobilization of public opinion will develop through the Conference. Already there are signs of uneasiness in the jingo press, traceable, it is said, to this new solidarity.

The Social Front

The Insecure

IN an effort "to make perfectly clear the policy of the WPA relative to private employment . . . which may be offered to WPA workers," Harry L. Hopkins, Works Progress Administrator, issued a ruling in mid-January to all state administrators. His purpose, he said, was "to protect labor employed on WPA projects from the chiseling type of employer and to protect existing wage standards. . . . It is expected that WPA workers will accept available jobs in private employment, whether of a permanent or temporary nature, provided that:

"The temporary or permanent work shall be a full time job.

"Such work shall be at a standard or going rate of wages.

"Such work shall not be in conflict with established union relationships.

"Workers shall be offered an opportunity to return to the WPA upon completion of temporary jobs.

"It is important that our offices guard against two things:

"First, we should not develop employment exchanges within our own organization. . . .

"Second, it is equally important that the employers who are paying standard and going rates of wages be fully protected and that our organization not be used as a means of forcing workers to accept sub-standard wages from anybody."

Biggest—The sheer bigness of New York City's relief problem stands out in the figures of the 1935 report of the Emergency Relief Bureau, Charlotte E. Carr, executive director. More than 1,750,000 men, women and children (440,000 case units), approximately one out of every four persons in the city, were dependent on the Bureau, at some time during the year, for the necessities of life. They constituted, as people, our fourth largest city, outnumbered only by New York, Chicago and Philadelphia. The Bureau's expenditures for the year amounted to $185,500,000; more, according to the World Almanac, than the whole governmental costs of any American city except New York, and more than the net indebtedness of any city except New York and Philadelphia. To this expenditure the city contributed $52 million, the state $29 million, and the federal government $104,500,000.

During the year the Bureau received 383,384 applications for relief, about 46 percent of them reapplications. A little more than half of the applications were accepted. Some 258,458 cases were closed, more than half as a result of transfer to WPA. On January 1, 1935, the Bureau had a staff of 19,260 employes in all classifications. By February 1, 1936 this was reduced to about 13,000. During 1935 the Bureau gave medical and nursing care to 169,573 families at a cost of $1,130,271—an average of $6.66 per case. Its insurance department handled some 91,000 cases and released $4,777,950 to relief families and applicants.

Cases Closed—In sequence to previous studies of what happens when relief stops the Social Research Division of WPA has issued two new bulletins: one, (Series II, No. 10) A Survey of 1022 Relief Cases Closed in March 1935, Baltimore County, Md.; the other, (Series II, No. 11) Survey of Cases Closed from Relief Rolls in Sioux Falls, S. D., in July 1935. Both studies deal with rural families at a period when seasonal employment was high. There was no assurance that such families as were maintaining themselves at the time of the study would be able to do so when seasonal work slackened. In Baltimore County a majority of the families were raising themselves somewhat above the relief levels, but the average monthly income was ". . . very low. In very few cases did earnings reach levels consistent with comfortable living." In Sioux Falls income data alone made the outlook for the closed cases appear relatively hopeful. But employment was almost wholly seasonal, and within ten weeks after the cases were closed 50 of the 110 households interviewed had found it necessary to re-apply for relief. "From first to last," concludes the report, "contacts with this particular group of cases produced cumulative evidence that they desire above all else to be independent self-supporting members of society. These citizens look upon their present state as accidental and temporary."

Winter Peak—Relief applications in Pennsylvania climbed up to 15,106 the second week in January, the peak since August 1935. Of the applications 4236 were from households that had never before applied for unemployment relief. Of the 8622 cases opened some 6000 had lost jobs in private industry and 947 in the WPA. In mid-January the net cumulative total of cases transferred to WPA since September, was 205,472. There remained on direct relief a total of 217,987 cases—some 742,399 persons—and an additional 2221 who were being carried until the first WPA wage payments were received.

Research—The Division of Social Research of the WPA is making a study of relief techniques and procedures in federal, state and local administrations. The study covers the period of federal participation in relief and involves assembling, correlating and analyzing a large amount of factual and research material already available in the WPA and elsewhere. . . . Studies of "what makes America tick," undertaken through WPA and regular government departments are now under way to the number of nearly 700 and costing over $30 million, according to a recent news release. While 650 such study projects submitted to WPA were approved, 1950 were disapproved. Many projects are statistical, aimed at improved records of employment, health, crime or industrial conditions. . . . A technical and historical study, Three Sources of Unemployment, by Wladimir Woytinsky, recently was published by the International Labor Office of the League of Nations. The study analyzes the "combined action of population changes, technical progress and economic development" and is elaborately tabulated. (Price $1.25 direct from the World Peace Foundation, 8 West 40 Street, New York.)

Security

THE Committee on Public Administration of the Social Science Research Council received a grant of $80,000 last month from the Rockefeller Foundation for a research inquiry into the administrative problems of social security legislation, to be made in cooperation with the Committee on Social Security of the Social Science Research Council. The plan includes special studies of public employment offices, the administrative problems of unemployment insurance and old age benefits, standards and methods in federal-state relations under grants-in-aid, and a general study of the broad administrative aspects of social security. The Committee on Public Administration, Louis Brownlow, chairman, has already started this general study under the direction of Professor Charles McKinley of Reed College. Mr. Brownlow is the director of the Public Administration Clearing House, with headquarters in Chicago.

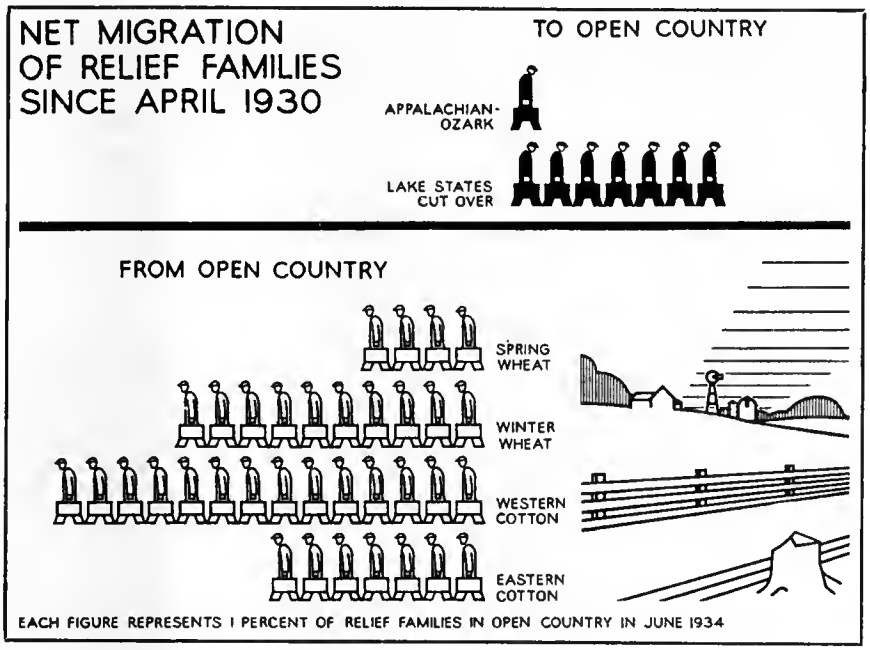
The inquiry will be directed by Joseph P. Harris, director of research of the Committee, who was formerly a member of the staff of the President's Committee on Economic Security.

Accounting—With the vast social security program beginning to function last month, there is some confusion as to what is and what is not required of employers under the Act. The regulations drawn by the U.S. Treasury make clear that employers are merely required to keep a record of their payrolls, as a basis for tax payments. No particular form or method of accounting is prescribed, and no additional information is sought. In spite of these simple regulations, the Social Security Board has been informed that employers in some industrial states are demanding that their employes fill out elaborate questionnaires, including personal questions as to religion, "racial color," education and union affiliation. Workers in some cases are warned that an incorrect answer to any of the questions may make them ineligible for benefits.

N. Y. Administration—In New York, employers coming under the state's unemployment compensation law were given a month of grace beyond January 1 for filing their first reports. Employers are required to keep individual employe work and pay records for the current year, but the Unemployment Insurance Advisory Council recommended a change in the law, which the legislature accepted, making it unnecessary to file these individual records during 1936. Payment of contributions on payrolls will begin April 1, to be accompanied by a summary of payroll data.

The administration of the New York law, lodged with the industrial commissioner, called for reorganization within the state labor department. A new division of placement and unemployment insurance has been created, combining insurance administration with employment service. The division, under the supervision of an executive director, has four major functions: general administration; employment service, under the continued supervision of the head of the state employment offices; insurance records control, supervised by the comptroller of the unemployment insurance division; research activities.

State Action—Nebraska now has legislation conforming with the old age, blind, maternal and child health provisions of the Social Security Act. It was passed by the state legislature after a long special session. Unemployment insurance was voted down. The most troublesome question was an administrative set-up for old age pensions, which was finally included in the law.



In six rural problem areas studied by the FERA (Research Monograph No. 1, by P. G. Beck and M. C. Forster), the shift of relief families from open country to towns and villages was most marked in the western cotton and winter wheat areas which had suffered from successive years of drought. Movement was chiefly among tenant farmers and laborers

Provision was made for an appropriation of $4,500,000 to take care of the state's share of the social security program until the legislature meets again next year. About 15,000 Nebraskans have already qualified for old age pensions, though many counties have forwarded only fractional returns, and six none at all.

Several states, including West Virginia and Pennsylvania, plan special legislative sessions to consider social security legislation. Without state action, no citizens can enjoy the benefits of the federal Act. [See *Survey Graphic,* February 1936, page 77.]

The Board Approves—The Social Security Board has announced its approval of the unemployment compensation laws of Alabama, California, New Hampshire, Oregon, Wisconsin, New York, Washington and the District of Columbia. The board has the law of Massachusetts under consideration. The Utah law has not yet been formally submitted to the Board.

Local Action

FINANCING of private social work for the year ahead looks slightly more encouraging than it has for two years past, according to indications of the fall community chest campaigns. Returns from 296 chests show an over-all average increase of 4 percent above comparable figures for the previous year. Although still only 91.2 percent of the total goal, last fall brought the first upward swing after two years decline, which, at its lowest dropped to 10 percent under 1929 returns. This year's returns are still 5 percent less than those of 1929. These gymnastics in community funding are the more significant in that net taxable incomes for 1934 were 50 percent below the 1929 figure, and that in 1934, far from being a nation of "tithers," we were giving less than 2 percent of net taxable incomes to charitable and religious purposes.

More Givers—The New York Federation for the Support of Jewish Philanthropic Societies has completed successfully its campaign for $2,636,000 to meet the budget deficits of its ninety-one affiliated agencies. The number of contributors increased from 48,359 in 1934 to 75,212. Despite the success of the drive, Samuel D. Leidesdorf, president, said: "The present annual income is tragically inadequate. . . . Demands on private philanthropy for free medical care, for child care and guidance, for family service, remain at peak levels. Dependable community support simply has not kept pace."

The annual tabulation of current philanthropic gifts by the John Price Jones Corporation showed a continuation in 1935 of the upward trend which in 1934 began to revive totals sharply reduced since the depression. The largest percentage of philanthropic gifts during 1935 went to education. New York was a six to one leader among major

cities for its total of gifts and bequests. In the same tabulation, the general total of bequests declined.

New Council—After some years of effort to carry on a Council of Social Agencies by voluntary effort, Baltimore now has an organization on a membership basis, with a planned and continuous program. Anna D. Ward, formerly general secretary of the Baltimore Family Welfare Association is the new Council's executive secretary. Public and private agencies are members on the same basis and the budget is drawn 50 percent from the Department of Public Welfare, 25 percent from the Community Fund and 12.5 percent each from the Associated Jewish Charities and the Bureau of Catholic Charities.

Critical—The Westchester County (N. Y.) Commission on Government has issued its report on public welfare administration in that notable county. Organization under a law which distributes responsibility confusingly between county, town and city; lack of legal protection from political spoils systems; lack of equitable distribution of costs; certain inadequacies and over-departmentalization were targets of criticism. (Westchester County Commission on Government, County Court House, White Plains, N. Y.)

Transients

WHEN the withdrawal of earmarked federal funds for the care of transients precipitated an acute phase of a chronic problem, the American Public Welfare Association undertook a quick field study of the situation in the Middle West, specifically in Detroit, Chicago, Cleveland, Cincinnati and Louisville. The report, city by city, is published in the January issue of the *Public Welfare News*. (Price $1 a year, including membership in the APWA, 850 East 58 Street, Chicago.) Although provisions for the care of transients varied, they were everywhere characterized by little or no statewide consideration or planning, by temporary or makeshift provisions and policies, by inadequate funds and by legal restrictions. More serious perhaps was a "certain definite though subtle" community attitude which put technical responsibility for relief before the best interest of the individual or family. "This consideration, frequently developed out of county commissioners' pronouncements, is fortified by law and generally supported by uninformed lay opinion."

Firm Stand—After three years of experience with and study of depression transiency the National Committee on Care of Transients and Homeless has formulated a platform on which it proposes to stand and to act in relation to future planning and projects, national, state and local. The document, drafted by Dr. Ellen C. Potter of New Jersey, and put through all the hoops of committee discussion and revision, is published in the issue of *Public Welfare News* mentioned above and also in the current issue of The Transient, organ of the National Association for Travelers Aid and Transient Service (1270 Sixth Avenue, New York.) It sets forth certain "basic facts" establishing the unemployment and interstate aspects of transiency, points out the magnifying effect of the prolonged depression, and outlines procedures within the framework of government—national, state and local, with private agencies gearing in—by which public responsibility for the amelioration and solution of the problems of transients could be discharged. The platform is authoritative in approach and positive in tone. "We believe . . . we affirm . . . we demand."

Nothing to Gain—The Michigan ERA, after a study of its intra-state and inter-state transients, came to the conclusion that there was little to be gained by sending people back to their county of residence or state of legal settlement. Non-residents cared for in one county just about matched that county's residents cared for elsewhere in the state, and as for interstate transients, "Michigan would be the loser if all Michigan residents receiving aid in other states were to be returned. Any policy of wholesale return will evoke retaliatory measures on the part of other counties and states which will result in additional and unnecessary costs to the state at large and the counties in particular, to say nothing of the hardships it would impose on the families involved." . . . Interstate agreements or compacts providing for the care of transients whose legal settlements are lost or uncertain are proposed by Dr. Ellen C. Potter, chairman of the National Committee on Transients and Homeless in a recent issue of the magazine, *State Government*. With federal responsibility at an end, states must, she says, find some way to restore the basic right of belonging somewhere to people who have forfeited it, often unwittingly, under economic pressure.

For Reference—Particularly timely in view of the current transient situation is the pamphlet, The Transportation Problem in American Social Work, by Jeffrey R. Brackett. (Price 25 cents from the Russell Sage Foundation, 130 East 22 Street, New York.) It describes the transportation agreement accepted for the past thirty years by public and private welfare agencies as a basis for sending dependents back to their places of origin, and traces the practices that have developed under it.

The 1936 Directory of Travelers Aid and Transient Service, just published, lists more than 1200 cooperating agencies in the United States, several hundred in Canada and more than 100 in Mexico, from all of which travelers aid service may be secured. (Price $1 from the National Association for Travelers Aid and Transient Service, 1270 Sixth Avenue, New York.)

Housing

WITH the Home Owners Loan Corporation nearing the end of its emergency relief undertakings and with its lending operations more than 95 percent completed, John H. Fahey, chairman of the Federal Home Loan Bank Board, announced that the corporation had assisted about one million distressed home owners. Of even greater significance, Mr. Fahey maintains, is the long term policy evolved by HOLC. There are now certain permanent institutions operating through the Board, notably the Federal Home Loan Bank System, the Federal Savings and Loan Associations—mutual local agencies supervised and chartered by the FHLB but initiated and managed by private enterprise—and the Federal Savings and Loan Insurance Corporation under which "financially strong, properly managed" savings and loan associations can insure the accounts of their shareholders against loss up to a maximum of $5000.

To Be or Not To Be—The U.S. Supreme Court has announced that on March 2 it will hear arguments on the so-called Louisville case involving the right of the government to condemn land for slum clearance. As already pointed out in *The Survey* [February 1935, page 59] it is difficult to predict just what the effect of an adverse ruling would be on the whole housing program inasmuch as the Louisville decision and a similar one recently handed down in Michigan are concerned solely with the government's authority to exercise its right of eminent domain for low cost housing. . . . On still another front the government's housing program is being challenged in the courts, this time on the constitutionality of the Resettlement Administration's project at Bound Brook, N. J. [See *The Survey*, October 1935, page 313.] The suit has been brought in behalf of Franklin Township and four property owners who maintain that the tax load of the township will be increased by the building of this new community requiring additional schools and other municipal services, and who further claim that the value of existing low rent houses

will be adversely affected. As the case stands the defendant, the RA, has been directed by the court to show cause why it should not be enjoined from continuing plans for the project.

Resettlement—The Resettlement Administration is a lusty youngster in the family of federal agencies concerned with housing. As of January 6, approval had been given by RA for the completion of plans or construction of 228 projects, including: four rural industrial areas; eighty-six agricultural communities; seventy-three infiltration projects; ten tenant purchase projects; three forest communities; eleven combination agricultural and infiltration projects; and forty-one projects transferred to Resettlement from the defunct Subsistence Homestead Division. Agricultural communities consist of contiguous areas of farm land on which will be constructed houses, barns, and community facilities. Residents will derive their entire income from farming.

For infiltration projects RA acquires land for the resettlement of farm families on individual farms in existing farming areas. Families come from the rural rehabilitation rolls or move from substandard land purchased by the RA for conversion into parks, recreational areas, wild-life refuges and so on.

Slums of New York—In a lengthy inter-faith manifesto to which the newspapers gave much attention fifty Roman Catholic, Jewish and Protestant clergymen of New York declared in essence that slum conditions constitute an offence against the sanctity of human life. "To condone the continuance of the slum is to consent to the unnecessary toll of human waste and suffering. . . . We call for their abolition." The significance of the manifesto lies in the fact that it emanates from a non-professional group so far as housing is concerned. Housing leaders hold that, despite progress, the drive for decent housing still lacks the spearhead of a lay public aroused to the vital importance of housing to the entire community. They believe that the forthright credo of the clergy may stir opinion which technical pronouncements have not moved. . . . Two other important New York housing events occurred the same day the manifesto was made public. In the presence of federal and city officials, ground was broken for the actual building of Ten Eyck Houses in Williamsburg, Brooklyn [See *The Survey,* December 1935, page 26] the site of which, twelve square blocks in a crowded section, had already been cleared. . . . Less dramatic, but no less significant was the announcement by the Tenement House Commissioner, Langdon W. Post, of a city-wide campaign to vacate and raze the worst of the city's tenements. A staff of 125 inspectors is already surveying slum areas preparatory to the issuance of orders for vacation and demolition of unfit buildings. . . . Large groups of owners of old law tenements are still trying to have the New York legislature declare a moratorium on some of the provisions of the Multiple Dwellings law. In their judgment a toilet in every apartment is not necessary to the American standard of living.

The All-Weather Laboratory at Purdue University, Lafayette, Ind., is a workshop for testing materials for small, low cost houses. As a demonstration nine houses are now building on the Housing Research Campus, a large tract given by David E. Ross to the Purdue Research Foundation for experimental purposes

To Read—The American Planning and Civic Annual (succcessor to the American Civic Annual) published by the "new" American Planning and Civic Association, Union Trust Building, Washington, D.C., made its bow the latter part of the year. (Price $3). The 1935 edition, in addition to the usual accounts of civic achievements in national, state and local affairs, contains the proceedings of the conference on city, regional, state, and national planning held last spring by the American Civic Association, the American Society of Planning Officials, and the (then) National Conference on City Planning. . . . Municipal Housing is the title of a pamphlet by Helen Alfred put out by the National Public Housing Conference (Price 10 cents from the Conference, 112 East 19 Street, New York) as a revised edition of an earlier pamphlet which appeared in 1932. It contains however much new material on the current situation, including the status of housing legislation in the several states, the federal program and so on.

Among the States

"NO more confusing or perplexing governmental issue faces the state than that of unemployment relief," says the Governor's Commission on Unemployment Relief, New York, in its report on state and local welfare organization. So saying, the Commission stands up to certain propositions: that state supervision and financial participation with local units of government should be established as a permanent policy for home relief, "the basic form of public assistance;" that unemployment relief can no longer be counted temporary; that its administration should be coordinated with other types of public relief and welfare service and placed in a permanent welfare organization, and that the State Board and State Department of Social Welfare should be reorganized and given extensive new powers over all state-aided activities.

This report is fifth in a series which the Commission, Allen Wardwell chairman, has made public since its creation in August 1934. Two more reports, on the principles of work relief and the care of transients, are still to come. The present report, after discussing relief services in the state and the role of the state in public relief, makes detailed proposals for a state organization for public welfare and for improvements in local—town, county and city—welfare administration.

It recommends a gradual amalgamation of the functions of the TERA and a reorganized state board, and the appointment of the commissioner of public welfare by the governor to whom he would be directly responsible. The board, also appointed by the governor, with overlapping terms, would have power to determine policies and establish rules and regulations. Many people, including some members of the Commission, are fearful that the division of authority between commissioner and board might result in friction if the political scene were inharmonious.

The report is characterized by Gov. Herbert H. Lehman as "extraordinarily thorough and well reasoned both in its analyses and conclusions." (Copies available free from the Commission, 79 Madison Avenue, New York.) It is expected that bills supporting its recommendations will be introduced at the present legislative session. It is possible however that action may take the form of further study by a legislative committee. The present Commission is unofficial, its work financed in part by a grant from the Commonwealth Fund.

A Good Start—First steps have been taken in Pennsylvania for an examination of the existing state-wide and local organization for public assistance with a view to legislation for its improvement. On his own initiative Governor George H. Earle, III, has appointed a committee of twenty-three citizens drawn from all parts of the state and headed by Herbert F. Goodrich, dean of the law school of the University of Pennsylvania, to study the whole situ-

ation and make recommendations. The status of the committee, unofficial as far as the legislature is concerned, is similar to that of the Governor's Commission on Unemployment Relief in New York. Its report will have weight as the findings of a non-partisan group, and its recommendations insofar as the governor chooses to accept them and present them to the legislature. Kenneth L. M. Pray has been released by the Pennsylvania School of Social Work to act as secretary of the committee.... The Pennsylvania School has also loaned to the state a large slice of the time of its director, Karl de Schweinitz, who has succeeded Robert L. Johnson as executive director of the Emergency Relief Board. Mr. de Schweinitz is commuting between his new job in Harrisburg and his various old ones in Philadelphia, with Virginia Robinson and Abigail Brownell sharing administrative responsibility at the school.

Postcard Privacy—Maryland's old age pension system began functioning January 1 with the mailing of 2177 checks totaling $23,097, an average of $10.61 per pensioner. Check forms were printed on postal cards, labeled "Old age pension to date," and went through the mails open-face, an innovation, it is said, in any distribution of funds by a government agency. An official explained the lack of privacy by saying, "The checks developed as the result of a desire to make everything about the pension system as open as it should be. The receipt of a pension check cannot be considered in the same light as a salary or relief check and for this reason I do not believe that a pensioner will object to the fact that someone may find out the amount being received."

On Three Fronts—Teamwork within the organization and informed public opinion without are necessary to the successful functioning of the new Washington State Deparment of Public Welfare, not yet a year old, says its director, Charles F. Ernst. The framework is, he believes, adequate to deal with all phases of social dependency "from the cradle to the grave." The department has three divisions, child welfare, relief and social security, but policies for any one division are developed in relation to the others and in terms of the whole problem of dependency. The state is divided into districts. each with its own administrator with social service and accounting assistants, who maintain contact with county offices, in each of which a member of the staff is designated, to be responsible for state policies. The practical working of the organization, says Mr. Ernst, calls for coordination on three fronts, "each of which presents delicate problems of public relations." Such coordination must be effected between the services of all agencies having to do with health, education and social welfare; between federal, state and county offices dealing with various parts of the social security program; and between the three divisions of the department itself.

Quick Action—Wisconsin got a public welfare department by executive order of Governor Philip F. La Follette, who with one stroke abolished the state ERA and vested all its powers and responsibilities in a department within the State Industrial Commission. Alfred E. Briggs, former ERA administrator, was appointed director. The new department was given authority to handle relief funds including final allotments from the FERA, "to execute all responsibilities relative to relief imposed upon the Industrial Commission by the laws of Wisconsin and upon the state by the federal government," to supply advisory and technical assistance to local units in relief and welfare programs, and to prepare and publish reports on problems of public welfare.

While Waiting—South Carolina, pending action of its legislature, just convened at this writing, has transferred all relief operations to a temporary state department of public welfare with temporary county units. The proposed permanent program, now before the legislature, is framed to meet the terms of the Social Security Act with a department of public welfare and provision for old age assistance and aid for dependent children, the blind and the crippled.

Reversion—With no elaboration of its ultimate intention, the New Jersey ERA issued an executive order as of early January that "It is desired during January that no cases [be] added to cash rolls over those carried in December. New and re-opened cases accepted for care during January shall be carried on food orders throughout the month and no cases now receiving food orders shall be transferred to cash relief during this month."

Rules Change—The WPA order of last October to state administrators that at least 75 percent of available funds should be devoted to the initiation of projects which can be completed by March 15 has been modified. Administrators were instructed in mid-January to be prepared to continue their operations on a diminishing scale until June 30, and to make such additional project applications as might be necessary. Administrators must however ". . . keep constantly in view the necessity for providing a flexible program of projects, so selected as to type, size, and other considerations that a prompt transfer of labor to other federal agencies or to private industry will be possible at all times without leaving WPA projects in an unfinished or useless condition."

In order to "effect the greatest possible economy in administrative personnel and to maintain order and efficiency in the operations incident to the work program," the WPA has prescribed a reorganization of state and district offices and has redefined the specific duties and responsibilities of state administrators, deputy administrators, office managers and directors of divisions. Divisions in each state office are: operations, women's and professional projects, finance and statistics, and employment. The director of the division of women's and professional projects must be a woman. The division of unemployment, which takes on all the duties, except those connected with safety organization, hitherto performed by the divisions of labor management and intake and certification must have "a competent social worker" either as its director or assistant director.

Reports—The Kansas Emergency Relief Committee has issued an imposing tome, physically comparable to the New York telephone book, which reports in detail the Public Welfare Service of Kansas for 1934, complete with pictures, charts and tables to the last detail. . . . West Virginia's Relief Administration has issued a Survey and Study of the Social Security Benefits Program, including estimates of probable costs, for use in working out that state's cooperation with the Social Security Act. . . . *The Florida Social Welfare Review* has made its bow, one of the first if not the only publication by a state welfare department addressed to lay readers—"interested residents of Florida." Its mission is solely to interpret and to strengthen understanding and cooperation between the department and the public.

Campus Issues

REINSTATEMENT of four dismissed workers with part pay for time lost was agreed to by Dean Russell of Teachers College, Columbia University, and union representatives in settlement of a dining-halls controversy. A report by a faculty-student committee on the case of four discharged cafeteria workers found: that severe, discriminatory wage cuts, not the dismissals, constituted the central fact in the situation; that the four workers were discriminated against because of union activities; that the organization to which these men belong is "a bona fide labor union devoted to the

interests of its members." The college will for the present continue its open shop policy. Dean Russell stated that this means that no worker is to be discriminated against for joining or refusing to join a union.

Bryn Mawr—The School for Women Workers in Industry, which, after fourteen years on the Bryn Mawr campus, held its 1935 session at a summer camp, will return to Bryn Mawr this year. [See The Survey, August 1935, page 239.] The board of directors of the college and the board of the summer school have made a two-year agreement to continue the experiment between the college and women in industry. The school is to have a new board, with six representatives of the college and six of the school, the president of the college serving as chairman. The board will appoint the director of the school "to be if possible an alumna of Bryn Mawr College." The agreement further provides that "all matters of school policy shall be left to the decision of the board of the school." The agreement follows a long series of conferences.

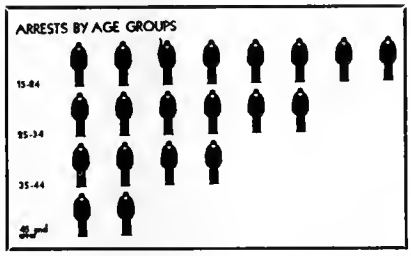
Military Drill—A group of college educators joined in a protest to President Roosevelt against criticism by Secretary of War Dern of any opposition to military training in colleges and schools. In his annual report the Secretary held that ". . . everything containing implications unfavorable to such military training is seditious propaganda." The educators also challenged as "an obvious simplification" the statement by Secretary Dern that protest against compulsory college drill "is based upon the fallacy that such training instills a spirit of militarism in the youth of America."

Youth

MORE than 14 percent of the youth of this country were on relief as of May 1935, according to *Statistics of Youth on Relief,* a research bulletin of the Works Progress Administration (Series 1, No. 16, January 6, 1936). In May, there were about eighteen million persons on relief, of whom 2.8 million were between sixteen and twenty-five years of age. There were more urban than rural youth on relief, more Negro than white, more female than male, more of the 16-17-year-olds than of those in the 18-24 age group. In March 1935, about three tenths of the workers 16-64 years of age on relief who were eligible for WPA jobs were in the 16-24 age group—the largest proportion of any ten-year age level.

Youth Act—The "Youth Act," sponsored by the American Youth Congress (22 East 17 Street, New York) was introduced in Congress early last month by Senator Benson of Minnesota and Representative Amlie of Wisconsin. The chief provisions of the bill are public employment for all unemployed youth at "regular wages" with a minimum of $15 a week plus $3 for each dependent; allowances to needy highschool and vocational school students to cover all fees, plus $15 a month minimum living expenses; college projects at the prevailing rate of pay for the work performed, the wage in no case to amount to less than $25 a month. The program is to be financed by a tax "on inheritances, gifts, and individual and corporation incomes of $5000 a year and over—the same method proposed in the Lundeen Bill.

Problems—Today's Youth Problems, a pamphlet published by the National Education Association in conjunction with its *Journal* for January 1936, has been prepared by Frank W. Hubbard, research associate and NEA staff members. The booklet is designed to interest parents and older students—especially in social sciences—as well as



Each figure represents 5 percent of the arrests reported to the U. S. Bureau of Investigations in 1934. From Today's Youth Problems, by Frank W. Hubbard, National Education Association

teachers. (Price 15 cents from the Association, 1201 Sixteenth Street, N.W., Washington, D.C. Less in quantity.) The study traces history of special importance to American youth, considers home, jobs, leisure time and delinquency in their relation to social and economic factors, and cites figures to show the high incidence of crime in the nineteen-year old group.

Five problems for investigation, summed up in the study, direct attention to social and environmental factors in delinquency and outline a practical plan for investigating community resources for maladjusted youth.

First Jobs—The first young people finally to get National Youth Administration jobs in New York City were placed last month, doing clerical work for the public employment service. [See *Survey Graphic,* December 1935, page 581.] There were 200 young men and women in the first group. Mark A. McCloskey, NYA director for the New York area, promised that 2600 more would be placed by the end of the month, all from relief families. While only those between sixteen and twenty-five are eligible for NYA jobs, most of the applicants are between eighteen and twenty-three. Interviewers attempt to offer guidance as well as placement.

For Rural Youth—Through cooperation of federal, state and local agencies, Breathitt County, Kentucky, is carrying forward a demonstration program for rural young people. The plan is under the leadership of the Southern Women's Educational Alliance (Grace-American Building, Richmond, Va.), the county superintendent of schools, the county agent, the University of Kentucky, and others. It has two objectives: for in-school youth, a changed curriculum resulting in better adjustment of boys and girls to "life situations" and more adequate recreational opportunities; for out-of-school youth, guidance, and "vocational and avocational development." The first is being attempted through teacher and leadership training, heading up in a guidance institute under university auspices; the second, through "opportunity centers" in various parts of the county which provide work projects, and chances for study, recreation and hobbies. In addition to county and local support, the demonstration has a Carnegie grant, and the use of federal funds for the centers and for surveys of community resources for youth.

Study and Record—The need for redrawing the antiquated boundaries of school districts, and for an overhauling of old tax structures for school support is emphasized in the report of the Institute of Public Administration on Westchester County (N. Y.) public schools, made for the commission which is preparing a new county charter. . . . A tabular statement of school financing in the United States by states and by methods of taxation has been prepared by William G. Carr and the staff of the research division of the National Education Association (1201 Sixteenth Street, Washington, D. C.)

Consumers

"FOUR kegs of dynamite" is the term used by the financial service, *Babson's Reports,* for as many aspects of the consumers' movement, which, that service declares, "has something of truth and crusading quality almost like a spiritual revival." The four kegs are the federal consumer activities; revival of efforts to tighten food and drug standards; growth of consumers' advisory services; and growth of consumers' cooperatives.

Uncle Sam—The Consumers' Division formerly maintained under the new NRA [See *Survey Graphic,* November 1935, page 524] has been transferred to the Labor Department without change either of character or of direction of its work. The Division publishes a lively periodical, *The Consumer,* reporting its own studies and activities and other information of interest to consumers, and helps to focus the many activities of other federal bureaus and departments which guide and protect the citizen as consumer.

Advisory Services—The Association of Consumers' Research Subscribers, outgrowth of the strike conducted through the fall by the employes of Consumers' Research, announces plans for a National Consumers' Union, sponsored by persons eminent in social and economic fields, to provide information on purchase of food, clothing, shelter and luxuries to members. For further information and membership fees, address the Association at Room 917, 22 East 17 Street, New York. . . . Sales as well as information service are the aim of Cooperative Distributors, a non-profit organization to furnish products tested and approved by its own experts to consumers, chiefly by mail-order. For information concerning its program for organizing consumers in buying clubs, its products, and its publication—*The Consumers' Defender*—address Cooperative Distributors, 30 Irving Place, New York.

Consumers' Cooperatives—The swift and extensive growth of consumers' cooperation in this country [See *Survey Graphic,* January 1936, Meet the Co-Ops by Bertram B. Fowler] is most easily followed through the Cooperative League of the United States of America, (167 West 12 Street, New York,) and its publication, *Consumers' Cooperation.* . . . A bibliography covering books and other source material on consumers' cooperation in this country and abroad has recently been published by the Russell Sage Foundation Library. (Bulletin No. 134. Price 10 cents from the Foundation's Publication Department, 130 East 22 Street, New York.)

Labor

IN her annual report Frances Perkins, Secretary of Labor, lists eight objectives of federal-state cooperation to raise labor standards in this country: generous workmen's compensation insurance; strict industrial safety laws; prevention of occupational disease; safe and sanitary work places; shorter hours of labor; prevention of child labor and regulation of labor of young people between 16 and 21; sound minimum wage laws; some provision for collecting wages withheld from workers through "fraud, carelessness or otherwise."

Child Workers—The Massachusetts Consumers' League finds that since the codes were withdrawn, "ridiculously low wages are being offered youngsters with work certificates." One girl, for instance, was offered $5 a week on a sewing job, provided she worked free for one week as an apprentice. In another community a slipper firm reopened on a $4 a week basis, using child operatives on many processes.

The American Farm Bureau Federation at its annual convention passed a resolution approving the federal child labor amendment. It is believed that this marks the end of the opposition from farm groups which, the National Child Labor Committee holds, have been "deliberately misled as to the nature and purpose of the amendment."

Women Under NRA—That the codes meant higher wages, shorter hours and increased employment for women workers is shown in a study by the U.S. Women's Bureau which combines an analysis of code provisions with a summary of data showing effects on working women. Though code wage rates were low—a minimum rate not over 30 cents an hour or $12 a week—they resulted in wage increases for women and narrowed the difference between men's and women's earnings. The basic forty-hour law was four hours below the lowest state level, set by Oregon in two industries. The forty-hour code provisions especially benefited such women-employing industries as textiles, laundries, cotton garments, boots and shoes. Such incomplete data as are available show about a 20 percent increase in employment for women in the code period. In striking contrast with these findings are recent figures showing that wages have been sharply cut and hours lengthened in many industries since the Schechter decision.

On Housing Projects—Standards as to labor relations and working conditions in federal-aided housing projects are offered by the Labor Housing Conference (1714 Connecticut Avenue, Washington.) Pointing out that housing and community development "cannot safely be treated as emergency . . . measures," and that precedents established on the experimental projects "are likely to influence the character of the building industry and of average working and living conditions," the conference recommends: union wages and working conditions; contract rather than direct labor; no precedence for workers from relief rolls; an annual wage in place of an hourly rate only when regular employment can be guaranteed; "no stoppage" agreements entered into only when the project is constructed "in responsible collaboration with accredited labor organizations," and under union wages and working conditions.

Healthy Counties

AS a result of the public health provisions of the Social Security Act the way seems clear to distinctly improved health service for some 40 million Americans in rural communities and small cities who heretofore have not shared in the benefits that more opulent communities could buy for themselves.

Rural Departments—A country health department should be county-wide, if an area in general thinks as a county, or on a town-union basis if the town is the focus of citizens' attention, says the Commonwealth Fund after several years of intensive development of rural health service in Tennessee, Massachusetts and Mississippi, and isolated activities in Oregon, North Dakota, Georgia, Maine, Kentucky and New Mexico. A rural department should have a full time health officer with medical degree and special public health training; clinical service through an assistant health officer or by purchase of time of local physicians; at least one, sometimes two, trained sanitary inspectors; adequate clerical service, and access to a laboratory capable of making diagnostic tests for communicable disease and usual tests of milk and water. While such a set-up is beyond the reach of the poorest and most sparsely settled counties, a check of population and local resources indicates that some 600 counties could afford a desirable standard of health service while another 200 could do so with moderate help from state health departments, such as the Security Act is to provide.

In Westchester—That county-wide health administration would be both cheaper and more effective for Westchester County, N. Y. than the present mixture of one county and eleven local agencies is the upshot of studies by the Westchester County Commission on Government. Part of the saving would be due to reimbursement by the state of 50 percent of the cost of county health departments, which, under consolidation, would apply to all public health expenditures in the county instead of to the present fraction; part to the elimination of duplicating and overlapping functions and to the promotion of central purchasing. The Commission

finds also that effectiveness and economy would be served by placing under the jurisdiction of the county health department the school health activities now administered in various ways by seventy-nine school districts. At present "more is spent for school health work than for all other varied health activities of the county health department combined—and with no satisfactory evidence of accomplishment."

Hospitals

FULLY half of New York's seven million look to the municipal Department of Hospitals for care in sickness, declares Dr. S. S. Goldwater, commissioner, in that department's 1935 report. Beyond the department's budget of more than $19 million, the city pays $6 million to voluntary hospitals to meet part of the cost of their care of city charges. Among the other 3,500,000 New Yorkers, potentially patients of voluntary hospitals, 45,000 have already joined the three-cent-a-day plan of Associated Hospital Service, to insure payment of specified hospital costs at need.

In the Carolinas—Ten years and nearly $8 million have gone into the Duke Endowment's program to promote hospitals in two states where hospitalization was relatively lacking. The end of that decade shows not only more hospital beds in the Carolinas but a fuller use of bed capacity. The striking trend of the period is the decline in private profit hospitals, and rise in non-profit voluntary hospitals often assisted by public funds as well as by the Duke Endowment. Now 82 percent of all hospital beds in the two states are in institutions assisted by the Duke Endowment, which makes its first responsibility the use of present hospitals rather than the building of new, and recompenses co-operating non-profit institutions to the extent of $1 a day for patients treated without charge. Forty-two out of one hundred counties in North Carolina and eighteen out of forty-six in South Carolina had no general hospital provisions in 1934. (Year Book No. 5, The Duke Endowment, 30 Rockefeller Plaza, New York City.)

Country Practice—Supplemented by local contributions of $40,000, the eighth rural hospital made possible by the Commonwealth Fund is on its way to serve most of a territory of seven counties around Tupelo, Miss. The Fund envisages the rural hospital as a center encouraging able doctors to enter country practice and stay in it. The first six hospitals built under the program 1927-30 have weathered heavy going in hard times and now are on the upturn in use, with average occupancy the first nine months of 1935 at 23.3 percent, half a point behind the previous peak for a like period in 1931. Five of the six now have assumed the full cost of the essential permanent staff. The seventh, opened in August at Kingsport, Tenn., is trying a pre-payment plan under which groups of employed people pay $9 a year which sum covers certain costs of care when they need it.

Public and Private—Communities should provide or pay for hospitalization of people unable to pay for themselves, said Dr. Nathaniel W. Faxon, ex-president of the American Hospital Association, addressing that body's annual meeting. He added that we need, however, to clarify the respective roles of public and private hospitals. Dr. Faxon suggested that public hospitals care for the indigent and patients paying less than half the cost of their care; that private hospitals, with necessary aid from tax funds, take those who can pay more than half but not all, and the fully paying patients. Psychiatric patients and patients with communicable illness would be a general exception, receiving care in public institutions but paying according to their ability.

To the view that public hospitals should receive other kinds of paying patients when a private institution is available, Dr. Faxon countered, "Until the principle of government competition in business with private individuals or corporations is generally accepted, the policy of private patients in private hospitals should be maintained." The address will be published in the Transactions of the American Hospital Association, 18 East Division Street, Chicago.

Dollars and Doctors

OUT of this winter's nationwide debating project on state medicine, sponsored by the National University Extension Association, comes a group of handbooks valuable for reference and orientation, not only to debaters but to all interested in the wide range of proposal and experiment to insure better distribution of medical service to those who need it and more adequate recompense for those who provide it.

Pro and Con—Four handbooks are available giving source material, bibliographies, briefs or other analyses to support either affirmative or negative of

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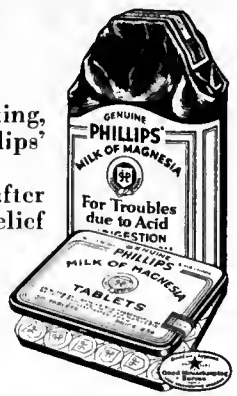

If you suffer from acid stomach, pain after eating, nausea, or other forms of "stomach upsets," try Phillips' Milk of Magnesia.
All you do is take 2 teaspoonfuls half an hour after eating, or 2 Phillips' Milk of Magnesia Tablets. Relief will come quickly.
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ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.
Literature on Request
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Baltimore, Md.

the proposition that change is desirable in present methods of paying for medical service. They are: SOCIALIZED MEDICINE: The Ninth Annual Debate Handbook, 1935-1936, edited by Bower Aly. Lucas Bros., Columbia, Mo., 2 vols., 222 pp. each. Price $1.50 for the two volumes. This volume contains also a number of original articles by students of medical economics, among them Problems and Issues of Medical Service by Michael M. Davis, which has been reprinted by the Julius Rosenwald Fund (4901 Ellis Avenue, Chicago) and is available from that organization on request. . . . FREE MEDICAL CARE (Socialized Medicine), compiled and edited by E. C. Buhler. Noble and Noble. 360 pp. Price $2. . . . SOCIALIZATION OF MEDICINE, compiled by Julia E. Johnsen. H. W. Wilson. 335 pp. Price 95 cents. . . . COMPLETE HANDBOOK ON STATE MEDICINE, J. Weston Walch, chief compiler. Debaters Information Bureau, (45-A Free Street, Portland, Me.) Price $2.50. Any of these may be ordered through *The Survey*, postpaid at the prices quoted.

Con—A pamphlet entitled simply Handbook, prepared and copyrighted by the Minnesota State Medical Association, offers statements from physicians and others opposed to change. Unlike the others it thus presents only the negative, is without bibliography, and gives few references to the voluminous literature in this field. Quantity rates on request of W. F. Buth and Co., (1005 University Avenue, St. Paul, Minn.); available, if desired, with the ordering organization's own imprint on the cover in place of that of the Minnesota State Medical Association.

Professional

PLANS for the Atlantic City meeting of the National Conference of Social Work, May 24-30, are being licked into shape with officers, section chairmen, program committee and representatives of associate and special groups all participating in the process. Forty-nine of these groups have already booked time during conference week. The American Public Welfare Association, Community Chests and Councils, Inc., the National Probation Association, the National Association for Travelers Aid and Transient Service, and the Family Welfare Association of America will hold sessions in advance of the formal opening of the Conference, and the National Conference of Jewish Social Service will convene the same day the NCSW adjourns. Good guessers are already putting the total attendance at eight thousand—maybe more.

The subject of the presidential address of the Very Rev. Msgr. Robert F. Keegan will be Democracy at the Cross Roads. At one general session the subject, The Political Responsibility of the Social Worker, will be discussed by Mayor La Guardia of New York and Edith Abbott of Chicago; at another, International Peace and the Common Good, by Thomas Parker Moon, professor of international relations at Columbia University; and at another, National Security—What Price, by Solomon Lowenstein of New York. A fifth general session topic, for which a speaker is not yet signed and sealed, is Government and the Common Welfare.

Money's Worth—In its December number, *The Compass* asks succinctly, "Do you know that anyone may subscribe to *The Compass* for $1 a year?" Well, we, for one, didn't know it. We thought that its well-edited, professionally informative issues were a special perquisite of members of the American Association of Social Workers, and because we are glad we were wrong we pass the word along and add the comment that it's a good dollar's worth. Better start with the December issue which has a thoughtful discussion by Dr. Ellen C. Potter of the ins and outs of the question of the certification of social workers. In the same issue is a list—nearly five pages long—of social work fellowships and scholarships available for the 1936-37 academic year, not only in twenty-nine institutions affiliated with the American Association of Schools of Social Work but in various other universities and agencies.

Study Courses—The New School of Social Research, 66 West 12 Street, New York, offers in its spring term now starting, four courses in social work: Social Work and Social Change in Europe and the United States, Frieda Wunderlich; Psychiatric Implications of Relief Problems, Fritz Wittels; Introduction to Social Case Work and Social Case Work Methods, Mary Louise Whitehead. At the same school Werner Hegemann is continuing his course, City, Regional and State Planning—The Problems of Human Settlements, and Joseph Fulling Fishman is giving a course of seven lectures on probation and eight on parole. In the summer Mr. Fishman will lead an eight-weeks field course in European penology, visiting prisons and welfare organizations in England, France, Switzerland and Soviet Russia.

The Survey's one-flight-down neighbor, The League for Industrial Democracy (112 East 19 Street, New York) sends word that its fifth annual discussion program, now under way, extends to twenty-seven cities, reaching alphabetically from Austin Tex., to Yonkers N. Y. Speakers include Norman Thomas, Roger Baldwin, Reinhold Niebuhr, Joseph Schlessberg, Raymond Gram Swing, Tony Sender, Harry W. Laidler and Bishop Francis McConnell.

Prior to its joint meeting in April with the Kansas State Conference of Social Work, the Missouri Association for Social Welfare is conducting a series of some nine institutes in as many cities on the subject matter of the Social Security Act. Each institute leaves behind it—unless one was already there—a chapter of the Association to continue and to stimulate discussion of the Act in relation to local situations.

A combined lecture and seminar course for probation and parole officers and other social workers is now in progress, under Dr. Walter Bromberg and Dr. Charles B. Thompson of the Psychiatric Clinic, Court of General Sessions, New York. Irving W. Halpern, chief probation officer, is directing the institute sessions with discussions centering around the application of psychiatric techniques to probation problems. The class meets alternate Saturday mornings until May 9.

For Reference—More than nine hundred family agencies, public and private, which have agreed to answer out-of-town inquiries about cases and which have a full time paid executive, are included in the new Inter-Agency Service Directory of Family Welfare Agencies (price $1, less in quantity) just published by the Family Welfare Association of America (130 East 22 Street, New York). The introduction gives detailed directions for procedure. . . . The 1936 edition of the News Almanac for Social Work is announced by Community Chests and Councils, Inc. (155 West 44 Street, New York.) It includes a list of dates, anniversaries and so on, a third again as long as last year's list, especially useful for the publicity purposes of social agencies. (Price 50 cents, less in quantity.)

Tardily but whole-heartedly this department calls attention to a forty-page bulletin of the New York School of Social Work, (122 East 22 Street, New York,) published in December as its annual report (Single copies free on request.) Four pages constitute the report; the rest are devoted to M. Antoinette Cannon's account, An Experiment in Providing Instruction for Relief Workers, in which she details the work on which she was engaged much of last year for the Relief Commission of Texas. The account is philosophic in approach but sufficiently detailed as to method to provide valuable reference material "for those schools of social work and other social agencies which

face the problem of organizing short-cut programs in the training of social workers."

People and Things

THE long strong arm of Washington reached into the New York Welfare Council last month and lifted out three of the staff who have been associated with the Council practically from its beginning: Jane M. Hoey, assistant to the director and secretary of the health division; Kathryn Farra, assistant to the director; and Louis Resnick, director of public information. Miss Hoey and Mr. Resnick were both "snatched" by the Social Security Board, the former to head its division of federal grants to states for the aged, the blind and dependent children, and Mr. Resnick to handle its public relations. Miss Farra is "on loan" from the Council for six to eight months to take a hand in certain WPA research projects.

Photo by Arnold Genthe
Courtesy *Better Times*

Jane M. Hoey

Robert P. Lane, director of the Welfare Council, has no idea yet about filling Miss Hoey's place except that it will "take a couple of good ones." In Mr. Resnick's place the arrangement has been resumed that existed last year when he was "on loan" to the Emergency Relief Bureau, with Isidore Sobeloff on half time and Reid Byron as full time assistant.

Honors—Completion of twenty-five years of service to the Boy Scouts of America brought congratulations from far and wide to James E. West, chief Scout executive. . . . Mabel T. Boardman recently was awarded the Cross of the Legion of Honor by the French government, for her distinguished services to the Red Cross, especially during the war. . . . Nicholas Murray Butler, president of Columbia University and Stephen A. Duggan, director of the Institute of International Education, recently were presented with the highest decoration bestowed by the Republic of Chile. They were cited for their work in behalf of international peace. . . . Mayor Fiorello H. La Guardia of New York City was chosen by Pi Lambda Phi fraternity as the 1935 recipient of its medal given annually to the best exemplar of the spirit of tolerance. The fraternity was founded in 1895 on the principle that "race and sectarian prejudice" have no place in American colleges. . . . In recognition of the leadership of their retired president, Edward C. Jenkins, the trustees and faculty of George Williams College, Chicago, have established the Edward C. Jenkins Lectureship "to carry forward his pioneering spirit and educational philosophy." . . . Students at the Abraham Lincoln Highschool, Brooklyn, have voted a bronze medal to Lillian D. Wald as New York's outstanding citizen. In the voting Miss Wald had twice as many ballots as her nearest "rival" Mayor La Guardia.

Coming—Returning to the Chicago Council of Social Agencies after four years' distinguished service as executive secretary to the Illinois Emergency Relief Commission, Wilfred Reynolds is welcomed back as director by an agency which has done considerable growing since its paternal guide took leave of absence. The annual meeting of the Council in late January was in a way a welcome home to Mr. Reynolds, and at the same time a celebration of the Council's twenty-first birthday.

Robert T. Lansdale has returned to the field staff of the American Public Welfare Association after a year with the FERA and, recently, a year or so with the governor's Commission on Unemployment Relief, New York.

The Family Welfare Association of America has moved Mary E. Lucas from secretaryship of its Middle Atlantic Region to its New York headquarters, in connection with field activities. Title still unknown. . . . Mabel Uzzell, of the Joint Vocational Service staff now becomes joint "property" of JVS and FWAA, giving full time to placements in the family welfare field, in consultation with the Association staff. . . . Florence Day, of the School of Applied Social Sciences, Western Reserve University, is the new Great Lakes regional secretary for FWAA.

Gertrude Ross Davis will direct the United Jewish Aid Societies of Brooklyn, sole family welfare agency of the Federation of Jewish Charities in that bulky borough. Mrs. Davis, formerly with New York's Jewish Social Service, succeeds Samuel Rabinovitch, who resigned because of ill health after twenty-five years as professional head of the Societies and died shortly after his resignation. . . . The Rev. Almon R. Pepper of Cleveland has been appointed executive secretary of the National Council, Church Mission of Help, succeeding Mary S. Brisley who resigned several months ago.

Fred S. Hall, recently retired as editor of the Social Work Year Book, is assisting the American Association of Social Workers on special projects—just now assembling current material on the relief situation for the Division on Government and Social Work. . . . The Association has added to its staff Thomas Hoare, formerly New York TERA consultant in administrative practice and member of the staff of the Wardwell Commission, who will handle certain publicity projects.

Recently a field representative for New York's TERA, George J. Clarke has been appointed supervisor of the Bureau of Dependent Adults, of the State Department of Social Welfare.

Aleta Brownlee, ex-patriate Californian, is now near home again as child welfare consultant in seven western states, acting for the U.S. Children's Bureau in relation to social services under the federal Social Security Act. . . . The new Michigan Children's Institute at Ann Arbor has as its director of home-finding Luna Bowdoin Brown, from the California SERA. . . . Reuben B. Resnik, on leave of absence from the Jewish Committee for Personal Service in State Institutions, is directing the western states region, National Council of Jewish Federations and Welfare Funds, headquarters in San Francisco.

Going—Philip L. Ketchum has resigned as director of the Omaha Community Chest. More than that, he proposes to walk out of the social work fold entirely into the writing world where, also, he is well rooted. . . . Another exit is that of Jane Chandler from the secretaryship of the Ohio Welfare Conference. Miss Chandler will concentrate on the National Conference of Social Work, of which she is assistant secretary.

Maurice Taylor has left his long time job as director of the Jewish Family Welfare Association of Boston, and has gone to Pittsburgh as associate director of the Federation of Jewish Philanthropies. . . . Martha Chickering temporarily has left the University of California School of Social Service to teach and complete her work for a doctorate at the University of Chicago, School of Social Service Administration. Chicago has made a temporary "swap" with California—A. Wayne McMillen having taken Miss Chickering's work.

Recently strayed from the social work fold is E. A. Hungerford, for fourteen years public relations secretary to the New York City YMCA, now a partner in the firm of Publicity Counsellors, New York. . . . Dorothy Ross Carmer has left her job as Industrial Supervisor of the New York State Division for the Blind for a new venture as production manager of Southern Highlanders, Inc., a mountain craft cooperative; headquarters, Norris, Tenn.

California has reclaimed the Rev. C. Rankin Barnes who went to New York from Pasadena five years ago and who

now goes to San Diego to succeed his father as rector of St. Paul's Church. Mr. Barnes, as executive secretary of the Department of Christian Social Service of the National Council of the Episcopal Church, has made a host of friends among New York social workers, while his activity as chairman of the Episcopal Social Work Conference has spread the circle to national proportions.

Birthdays—Honors have been the birthday presents bestowed lately on an outstanding group whose fame has come from service to humanity. Judge Ben B. Lindsay, founder of the Denver Juvenile Court and known for his advanced social views, on his sixty-fifth birthday received his reinstatement to the Bar of Colorado, which act of eventual justice marks a triumph over the harryings of political and reactionary forces. . . . Carrie Chapman Catt's seventy-seventh birthday was marked by a surprise luncheon where tributes were paid especially to her services in the cause of peace. . . . Dr. William H. Park, famed for his conquest of diphtheria and other achievements in preventive medicine, retired as director of the New York City Health Department's Bureau of Laboratories at his seventy-second birthday. He intends to continue his work of experiment and research. . . . "Uncle Alec" Johnson, dean of social workers, recently passed his eighty-ninth birthday.

Health Workers—The magazine, *Public Health Nursing* has a brand new editor, Purcelle Peck from the faculty of the Richmond, Va. School of Social Work and Public Health. . . . Jean Henry, with the New York State Department of Health since 1929, is the new assistant director of the Division of Public Health Nursing. . . . Ruth Houlton, lately changed from assistant to associate director of the National Organization of Public Health Nursing, is assisting with the Hospital Survey of New York City, which Dr. Haven Emerson is directing.

The *Bulletin* of the National Tuberculosis Association, aged nearly twenty-five years, has put on a new dress and donned greater responsibilities. Philip P. Jacobs will continue as editor. The new policy includes expansion in size, and widening in field to include public health and detailed material on professional techniques, with an eye to replacing the late lamented *Journal of the Outdoor Life*. The new *Bulletin* will be directed to everyone in tuberculosis work. . . . Arthur J. Strawson, new secretary of the Massachusetts Tuberculosis League, has had a long career in tuberculosis work, most recently as executive of the South Worcester County, Mass. Tuberculosis and Health Association.

Leland W. Parr, author of Science Aids Solomon in *The Survey*, December 1935, protests that he is not the kind of doctor we made him out to be but possessor of a Ph.D. in medical science.

Appointed—Formally designated by President Roosevelt, Mary E. Hurlbutt of the New York School of Social Work has gone to Geneva to attend a meeting of the committee of experts from twelve governments to advise the Council of the League of Nations on two study problems, to wit: assistance to aliens and enforcement of maintenance obligations abroad. . . . Clarence King, also of the New York School faculty, sailed in January for London aboard a Rockefeller Foundation grant, to study administration of old age assistance and unemployment insurance.

The Youth Commission of the American Council on Education has elected Newton S. Baker permanent chairman and Owen D. Young permanent vice-chairman. The executive committee includes Mr. Young, Dean William F. Russell of Teachers College, Columbia University, and Henry I. Harriman of Boston.

Ernest J. Swift, secretary general of the League of Red Cross Societies, has beeen chosen vice-chairman in charge of insular and foreign operations for the American Red Cross, succeeding the late Ernest P. Bicknell.

Meetings—The Progressive Education Association will hold its national conference February 27-29 in Chicago. Information from the Association, 310 West 90 Street, New York. . . . The American Association for Adult Education will meet this year in New York, May 18-21.

Deaths

THE entire life time of Dr. Walter N. Thayer, Jr., New York State Commissioner of Correction, was devoted to the scientific study of criminals and to unflagging efforts for their intelligent treatment. His sudden death early last month at the age of sixty was a shock to penologists the world over and a sorrow to a wide circle of devoted personal friends. At the root of Dr. Thayer's philosophy and practice of penology was training and experience probably unmatched among his colleagues, complemented with a profound intellectual concern with the socio-medical aspects of criminology. His father was warden of Clinton Prison, Dannemora, N. Y., and except for the period when he was acquiring his education, his life was spent in close contact with prisons and prisoners; as physician, as institutional executive and as administrator. When he championed the parole system, the indeterminate sentence, the classification of prisoners, the diversification of prisons and various other practices of modern penology he spoke with scientific authority grounded in practical experience. Except for an interval of four years as Superintendent of Prisons in Maryland Dr. Thayer was in the service of the state of New York from 1892 until the time of his death.

George W. Wickersham of New York, who died suddenly late last month, lived his seventy-seven years in the full stream of life—he never knew its backwaters. He was already past seventy, with a distinguished public and professional career behind him, when he accepted from President Hoover the chairmanship of the National Commission on Law Observation and Law Enforcement. Two years of gruelling work went into the fourteen published reports which constituted a comprehensive study of every aspect of law enforcement, as significant today as it was five years ago. Mr. Wickersham was a profound student of systems of law enforcement and a firm advocate of modern methods in the treatment of prisoners. He was deeply concerned also with foreign relations, notably the World Court and the League of Nations. Only last November he was elected president of the Council on Foreign Relations.

Colonel Margaret Bovill, known throughout the country for her many years' service as head of the Women's Social Welfare Department of the Salvation Army, died last month.

The death of Dr. Francis X. Mahoney, health commissioner of Boston since 1914 except for a brief interim, occurred in mid-January. One of the various achievements of his notable career was the development of health units in various parts of the city through the George Robert White Fund.

With the recent death of Charles F. F. Campbell of Syracuse, N. Y., social work for the handicapped lost an outstanding figure. Mr. Campbell for years edited the *Outlook for the Blind* and was prominent in pioneer organizations in that work.

Dr. Herman Morris Adler, noted criminologist and professor of psychiatry at the University of California, died recently.

Memorial—The Robert E. Simon Memorial Committee, Mrs. Robert V. Russell chairman, has been formed in New York to establish a memorial fund, the annual income from which will be devoted to perpetuating those interests to which he was devoted—music, parent education and cultural advancement.

Book Reviews

Osborne, the Man

THERE IS NO TRUCE—A LIFE OF THOMAS MOTT OSBORNE, by Rudolph W. Chamberlain. Macmillan. 420 pp. Price $3.50 postpaid of *The Survey*.

A BIOGRAPHY of Thomas Mott Osborne cannot rightly be written except as one would write a novel. There was something of an emotional intensity about Osborne, of concentrated conviction upon some issues which carried an almost cataclysmic impact. In his heroic moments, Osborne would have challenged the world and accepted gladly the death of a martyr. But with it all he was gentle and kindly and generous and understanding, and had a strange influence over human beings who were weaker than himself. Those who saw his influence over other people and his extraordinary compassion and forgiveness to those who betrayed him and were disloyal to him, especially among the weak and lowly, marveled and said he was a gullible fool; they should have said he was a saint. With it all, Osborne had a pride and asperity of temper and a certain reckless abandon that made him forever misunderstood even by his intimate associates.

The important thing about Thomas Mott Osborne was the fact that he challenged a traditional way of dealing with criminals. He laughed at old rules, and saw that even behind thick walls there was something in the human spirit that could be touched by other things than the lash and the ball and chain. His contribution to American penal history is more in the realm of imagination than in the realm of practice. It was his stirring of the American imagination and humanizing it by dramatization that Osborne contributed to shape improvements in American prisons. It is due to him that, poor as our prisons still are, they are infinitely better than they were in his day.

It seems to me that Mr. Chamberlain has given not enough space and attention to Osborne's work in penal reform, and too much to the attempt to describe and define the character of Osborne. I am convinced that nobody understood Osborne. I am convinced that Osborne never understood himself. In that respect he was like the rest of us. But he did leave a mark upon his day and generation by the dramatic challenge of our old notions that the way to undo evil was by the doing of evil, and that the way to make bad men good was to treat them badly. He, at least, had a different way. While Mr. Chamberlain's book is interesting and well written, and those who knew Osborne will be glad to have it, the emphasis, at least so far as this reviewer is concerned, should have been cast in a greater degree upon the man's work rather than upon the man. The book, however, is the only full, living portrait so far painted of one of the great social geniuses of our day.

FRANK TANNENBAUM
Brookings Institution, Washington, D. C.

Outlets for Energy

ACTIVE GAMES AND CONTESTS, by Bernard S. Mason and Elmer D. Mitchell. A. S. Barnes. 600 pp. Price $3 postpaid of *The Survey*.

IF your job keeps you safe and comfortable in an office or down a coal mine or in any other occupational niche sacred to adults only, then this is probably not a "must" for your bookshelves. But if you are one of those about whom settlement clubs or playground groups or the neighbor's children mill, yelling for "something to do," then here's your life saver. It is a companion volume to two earlier books by the same authors, The Theory of Play, and Social Games for Recreation. The new book is not intended for polite parlor use. Its 1800 suggestions for team, dual, group and relay activities apply to the playground, the summer camp, the vacant lot, the gym—any uncluttered space where the young of the species (elementary school to adult) can let off steam. Some activities call for equipment, but more do not. Directions are terse and clear, helped out by many diagrams. To a desk-bound editor, these 600 pages seem to offer enough "active games and contests" to consume the surplus energy of Tom Sawyer, Kim and Little Orvie, rolled into one. And that, the reviewer gathers, is just what the authors set out to do.

BEULAH AMIDON

Enthusiasm with Sugar

POLITICAL ETHICS, by Daniel Sommer Robinson. Crowell. 288 pp. Price $2 postpaid of *The Survey*.

THIS "application of ethical principles to political relations," a work of acknowledged discipleship to Dr. Hocking of Harvard, is intended as a text for elementary educational and organizational courses in civics, ethics, and mixtures of both. A definition of "political ethics" is nowhere precisely given. But this oddly hybrid or dichotomous term has the effect, by intention at least, of annexing political science in all its branches as a conquered province of philosophy. So ambitious an undertaking has hardly ever been so casually inclusive. "Political ethics," we are told, deals with the relations between the state and the individual, the state and national or international groups, the state and protectorates, one state and other states. The chapter headings are concerned with the nature and the three evils of the state, the five Kantian and the five jural postulates of the ideal state, and its three orders. One notes: "This set of institutions that is founded upon human love the *private order*"; and that it includes, inter alia, polite society, golf and bridge clubs. Everything is very tidy.

We then consider the soviets, dictatorships, representative democracies, international relations, monism versus pluralism, backwardness and its rights (no reference to the United States Senate), and finally the new League of Nations. Each chapter has a list of "what to read" in connection therewith, chiefly classics and the better known works of up to a few years ago. There are also thirty cases for discussion, e.g., "Are secret treaties between governments ever ethically justifiable, and, if so, under what conditions?"

If this book succeeds in aligning the church-going cornbelt voters in support of Woodrow Wilson's political vision, it will have done something. One hopes so.

WALTER LINCOLN WHITTLESEY
Princeton University

Fact Facing

THE DOCTOR AND THE PUBLIC, by James Peter Warbasse, M.D. Hoeber. 572 pp. Price $5 postpaid of *The Survey*.

IN this book Doctor Warbasse attempts to throw light upon the difficult problems of better distribution of medical service by tracing the effect of medicine upon history. Four fifths of his pages are devoted to a painstaking and scholarly exposition of the development of medicine from the earliest beginnings of history to the present day. He shows clearly the too little recognized effect of disease and its lack of control upon the progress of civilization. Throughout this portion of the book he develops his fundamental theme that the stability of a civilization is importantly related to its ability to deal with the problems of health in their broadest sense. He wisely points out that the conception of the practice of medicine as concerned chiefly with the care and management of disease is altogether too narrow and demonstrates that health and improvement of the race is the real goal.

In his last three chapters Dr. Warbasse comes to grips with his problem. He sees clearly that one of the most serious difficulties in the present situation arises from the attempt to adjust the ideals of medical practice to a capitalistic society in which competition is an

essential element. The essential antagonism between competition of physicians for fees with the best offerings of medical service are clearly appreciated. His solution is in some form of socialized medicine. He does not shy at the proposition that physicians on salaries, thereby relieved of competition and assured of livelihood, might take a much broader view of their obligations. The stumbling block of political control properly daunts him, and he puts forward as the best solution the purchase of medical care by groups of citizens on a contract basis. The view that in this way the offering of medical service could be kept upon a high plane by the careful selection of physicians by groups of patients seems a more doubtful proposition. To anyone who has undertaken the selection of physicians for specialized work and the maintenance of very high grade service the difficulties of choice will appear considerable and competent oversight uncertain.

The book puts forward no startling or radical views, but sanely presents the obvious fact of the increasing socialization of society, and of the unsatisfactory service inevitable under the present competitive fee-for-service arrangement. It is eminently probable that some of the plans which he suggests will in fact have trial in the not distant future.

HUGH CABOT, M.D.
Mayo Clinic, Rochester, Minn.

Social Work Record

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK, published for the Conference by the University of Chicago Press. 748 pp. Price $3 postpaid of *The Survey*.

THOSE who missed the Montreal meeting of the National Conference of Social Work last June may appraise its quality and estimate its temper in the stout maroon volume in which its proceedings are recorded for the observer of the contemporary social scene no less than for the student of social history. In selecting papers for the published proceedings the editorial committee, Mary E. Hurlbutt chairman, was of course limited to those presented before the Conference organization. Thus there are missing from the volume many papers which made significant contributions to the Conference as a congress of social workers but which were presented in allied groups such as the National Federation of Settlements, the National Probation Association, the American Public Welfare Association and so on. Perhaps at some future time a way will be worked out to bring all these organizations into the Conference Proceedings—as they are now in the main stream of Conference thinking—though it may require a five-foot shelf to do it.

The present volume leads off with the report of the Jane Addams Memorial service and the tabulated record of Miss Addams' contribution to the Conference—eighteen papers that appeared in the Proceedings from 1897 to 1933, and membership in twenty-seven committees from 1904 to 1934. This is followed by seven papers presented at general sessions, forty-two in the various meetings of the four sections and thirteen in the meetings of the special committees on The American Indian, The Integration of Institutional Services in the Community Social Work Program, Personnel and Training, Rural Life, Social Aspects of Housing and Transborder Social Problems.

The editorial committee, formally reporting the Pugsley Award to Grace L. Coyle for her paper, Group Work and Social Change, comments: "The theme is handled creatively, so that it becomes directly applicable to practice, and is, at the same time, serenely rooted in a wider cultural perspective."

GERTRUDE SPRINGER

Lively Tale

THE FLYING BOAT, by Robert N. McLean. Friendship Press. 184 pp. Price $1 postpaid of *The Survey*.

WIDELY known for his work in missions for the Spanish speaking people of this country, Mr. McLean has written a lively and pleasant tale of a young Mexican girl, self-proclaimed a missionary at the age when her average American sister is just switching her interest from dolls to bicycles. The author's intimate knowledge of Mexican life gives to his "true story" flavor and interest which counterbalance a definitely evangelical tone that might otherwise narrow its appeal.

While aimed at young readers and most useful, perhaps, as a primer of racial friendship, the book will afford a few hours interest and pleasure for anyone susceptible to the charm of Mexico and its people. RUTH A. LERRIGO

Free from Fads

AN INTRODUCTION TO PUBLIC HEALTH, by Harry S. Mustard, M.D. Macmillan. 250 pp. Price $2.50 postpaid of *The Survey*.

WELL-NAMED and systematically presented is this useful summary of usual information needed by nurses and desirable for medical students. Its convenient form makes it useful for reference by the local practitioner of both curative and preventive medicine.

Nothing new, no innovations of content or method are offered. In fact it expresses a conservative presentation of material useful for those persons, many of them social workers, agency executives, publicists, school teachers, who must be familiar with the terms and usages and some of the authorized procedures usually obligatory under state or local sanitary ordinance.

The entire omission of industrial hygiene is noticeable and to be deplored. Preventable diseases of occupation call loudly for inclusion in any introduction to public health. Also to be deplored is the omission of any of the public health relations of the use and abuse of alcoholic beverages, an unfortunate reticence in view of the increasing direct and indirect mortality from this cause since the repeal of prohibition.

Many a medical student, and plenty of part time or previously inexperienced health officers of cities and counties will find this book by a much respected and experienced health administrator and teacher to be reliable, brief, accurate, and free from fads or fancies.

New York HAVEN EMERSON, M.D.

Current Sociology

CONTEMPORARY AMERICAN INSTITUTIONS, by F. Stuart Chapin. Harpers. 423 pp. Price $2.75 postpaid of *The Survey*.

AN INTRODUCTION TO THE STUDY OF SOCIETY, by Frank H. Hankins. Macmillan. 807 pp. Price $4 postpaid of *The Survey*.

THE new book by Professor Chapin is a very good sample of the present state and trends in sociology. It constitutes a vigorous attempt to reduce impressionistic observations and empirical conclusions to quantitative form. Moreover, the author seeks not merely enumeration, but measurement in terms of standardized scales and presents several examples of such experiments. He has invented also some rather clever diagrams for the graphic display of relationships which are sometimes obscured in mere words.

But there is another and less happy way in which this book represents the present stage of sociology's development. It is the lack of unity and coordination of parts. No doubt the author is aware of this shortcoming; certainly it is due to no lack of intent on his part, for in the very first chapter he insists upon the importance of "seeing things whole." A phase of the book's lack of coherence is the repetition of materials and arguments, in spite of which there is often lack of clarity. Especially does one miss the sense of starting at a given point and progressing systematically to another. However, all these criticisms are offered with the humility of one who lives in a glass house.

Dr. Chapin's main theme is "that social institutions are essentially psychological phenomena that consist of a configuration of segments of the behaviors of individuals." So when he examines the institutions familiarly known as family, local government, business, school, and church, he proceeds more nearly after the fashion of Allport and the social psychologists than of Kroeber and the cultural anthropologists.

Were one to criticize details, he might call attention to some of the author's

curious comparisons, such as the relative persistence of specific business units and the patterns of local government, the life of business firms and the duration of marriages (as ended by divorce, not by death), university faculty turn-over and the replacement of telephone poles. One might note also the lack of quantitative methods in treating social welfare agencies and the New Deal.

Basically, the weakness of the book lies in its failure either to give an account of contemporary American institutions, or to develop systematically a program and techniques for their study. Nevertheless, Professor Chapin has made a real contribution through experiment, demonstration, and exhortation, to the development of more objective methods of research. Hence his book will be both stimulus and guide to real students of sociology.

Professor Hankins' book may be discussed more briefly because it is a revision of the author's well-known work, and because it is an elementary textbook for college undergraduates. As in the earlier edition, Dr. Hankins devotes most of his space to laying a foundation for subsequent study of sociology by summarizing geographic, biological, psychological, and cultural "factors in social life." He leaves only 125 pages to society and its institutions. For persons who lack general background this book should be useful. Those who are ready to proceed with the study of social groups and institutions will probably find other volumes more helpful.

STUART A. QUEEN
Washington University, St. Louis

BOOKS FOR THE SOCIAL WORKER

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By Jeffrey R. Brackett

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What Men Believe

WORLD FELLOWSHIP: ADDRESSES AND MESSAGES BY LEADING SPOKESMEN OF ALL FAITHS, RACES, AND COUNTRIES, edited by Charles Frederick Weller. Liveright Publishing Corporation. 986 pp. Price $3 postpaid of *The Survey*.

THIS extraordinary book ought to be in every reference library and in the private libraries of individuals who want to consider thoughtfully the relation of religious idealism, in all its many forms, to this actual world in which we live.

In the summer of 1935, the World Fellowship of Faiths brought together in Chicago a congress which included representatives of the great religions of the world. This volume gathers the addresses delivered at that congress or at similar gatherings promoted by the World Fellowship in other cities. The reader's first impression is the book's extraordinary comprehensiveness. Here are whole sections dealing not only with the particular beliefs of the world's great religions, but with those specific problems of our own time with which the faith and power of all religious folk unitedly must grapple if our world is not to slip back into chaos and darkness. There are discussions, for example, of politics and philosophy and The Fundamentals of the New World Vision by such men as Prof. John Dewey, Philip F. La Follette, and Percy MacKaye, poet and dramatist. Among notable names in the long list of authors are Sir Wilfred T. Grenfell, Prof. William Ernest Hocking, the Rev. John Haynes Holmes, Margaret Sanger, Frank B. Kellogg, Muriel Lester of England, and many others; a list which reads like a Who's Who in Religion, from Europe, Africa, India, China, and Japan.

The book goes a long way to justify what the editor sets down as its purpose: "To assemble, from all creeds, climes and cultures, their most essential contributions to that world consciousness which is necessary for human peace, prosperity, and progress.

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"Mark—and will help to make—a new world era in human progress."

W. RUSSELL BOWIE
Grace Church, New York

Dental Ballyhoo

PAYING THROUGH THE TEETH, by Bissell B. Palmer, D.D.S. Vanguard. 297 pp. Price $2 postpaid of *The Survey*.

YEARS ago under the glare of a gasoline torch the quack megaphoned the wonders of his cancer salves and consumption cures. Today the American public would laugh him off the street or jail him. They know about cancer and tuberculosis. But behind mahogany desks, under the auspices of firm names dripping respectability, sits the modern prototype of the itinerant faker. The public's ignorance of diseases of the oral cavity provides the racketeer's opportunity. Focus the attention of eyes and ears on crooners, comedians and movie stars and the victims can be made to pay through the teeth. Under the spell

of modern ballyhoo, train loads of tooth pastes, powders and bleaches and tank cars of mouth washes, antiseptics and lotions pass, at high cost, into the mouths of the duped consumers. Miraculously they drive out the conjured evils of the "pink tooth brush," the "danger line," "bad breath," "film," "acid mouth," and what "four out of five" have. Real ailments remain untouched.

Dr. Palmer tells this story of modern ballyhoo in startling detail, courageously naming firms and products. He presents much of the valuable material collected by the Council of Dental Therapeutics of the American Dental Association, explains the Council's effort to protect the consumer and advises purchasers to look for its stamp of acceptance on dental products. The evidence shows that some reputable drug firms are anything but reputable when advertising their dental lines.

Actually, the author declares, "Let it be understood that neither the dental profession, the medical profession nor the best qualified scientists in either field have discovered any liquid, powder, or paste that will prevent or cure pyorrhea or caries" (decay of the teeth). Dental pastes and powders have "a very limited cleaning and polishing value only available when used with the tooth brush"; tooth bleaches are "injurious to the enamel and should never be used"; and "mouth washes are variously flavored solutions having practically no therapeutic or any other intrinsic value."

The author has performed an outstanding service both to the dental profession and to the public. As a way out of the morass he recommends pitiless publicity, more adequate food and drug laws, and consumer education.

Chicago HERBERT E. PHILLIPS, D.D.S.

Doctrine of Neighborliness

TOWARD UNDERSTANDING JAPAN, by Sydney L. Gulick. Macmillan. 270 pp. Price $2 postpaid of *The Survey*.

THE author has given a lifetime to helping Japan and the United States understand each other. It has been an up-hill undertaking, for every historical event has thrown the situation out of balance. Suspicions, justified and unjustified, have been thrown back and forth until misunderstanding dominates both sides. His book is devoted to explaining, historically, geographically, and economically, how this has come about. It describes realistically the present strains, glossing over neither the distorted political and military policies of Japan nor the stupid mistakes of America.

Differing from most writers about Japan, Mr. Gulick is not entirely hopeless. He discusses the alternatives of aggression and of neighborliness, holding that the most significant beginning of the latter would be to put Japanese immigration on the quota basis. This alone "would change the psychological atmosphere" not only in Japan but throughout Asia. This book is written with sympathy for Japan, with intimate knowledge, and with a desire to find peace for the world. It does not pretend to add to our knowledge through research but offers a philosophy that is compatible with our best thinking.

HERBERT ADOLPHUS MILLER

Bryn Mawr College, Pa.

Prize Text Book

SPEAK! READ! WRITE! by Elizabeth Crowe Hannum. Little, Brown. 492 pp. Price $1.50 postpaid of *The Survey*.

MANY teachers of highschool English must have wished for time and skill to write just such a book as Elizabeth Crowe Hannum has produced. Whether these same teachers will wish to use the book in their own classes is not as certain, for the volume presents an attitude and method with which they are familiar through such books as Lucy Chapman's Using English, and they may prefer to choose their own material and their own specific procedure rather than be told, for instance: "The teacher will arrange pairs or groups of three," or "The class or the teacher must decide how much time should be given to story-telling at this point in your course." Indeed, in such passages, it is difficult to tell whether the teacher or the pupil is being addressed. Either the pupil is being unnecessarily initiated into the processes of pedagogy, or the teacher's common sense is being underestimated.

When this comment has been made, little but good remains to be said of Speak! Read! Write! which the *Atlantic Monthly* has honored with its $4000 prize for the best textbook in English reading and writing for the first two years of highschool. The clarity of its make-up must be noted: Spacing and contrast in print help the student to see relations, and lively black and white drawings illustrate essential concepts in grammar, rhetoric, and techniques. Every phase of expression, oral and written, conceivably needed by highschool freshman and sophomores is covered, with almost enough drill material to constitute a course. Every phase is enlivened, the lucid explanations enhanced by the pictures and make-up, by finely chosen literary examples, and by usable exercises. Especially good chapters are Words, Words, Words, a fascinating treatment of exactness and appropriateness in vocabulary; Basic Training for Exposition; and The Effectiveness of the Paragraph. There is special excellence too in all sections of the book which deal with functional grammar and its relation to punctuation.

The appendix, containing such material as forms for business letters, a brief but thorough review of grammar, and descriptions of common verse forms, will be helpful to the student. In many schools this part of the book as well as much of the main text will undoubtedly be used through the third and even the fourth years of highschool.

New York City ELIZABETH BOYLE

Run of the Shelves

INFANT NUTRITION: A TEXTBOOK OF INFANT FEEDING FOR STUDENTS AND PRACTITIONERS OF MEDICINE, by Williams McKim Marriott, M.D. C. V. Mosby. 431 pp. Price $4.50 postpaid of *The Survey*.

SECOND edition, completely revised in line with the advances in knowledge of nutrition during the past five years.

WE THE PEOPLE, by Roy F. Bergengren. Stratford. 404 pp. Price $2 postpaid of *The Survey*.

THE author's political, economic, and social philosophy. Where it touches upon credit unions (Mr. Bergengren's specialty) the book is well worth reading. Two chapters in a total of twenty-three bear upon this subject. Score: about 8.5 percent.

A FOOL OF FAITH, by Jarl Hemmer. Liveright. 336 pp. Price $2 postpaid of *The Survey*.

SWEDISH prize novel, covering the religious and social development of one man through the World War, the Russian revolution, and the aftermath in Finland. Rather tiresome in its theological passages, it is valuable and gripping in its intimate details of revolution and counter-revolution.

THE CHURCH AT WORK IN THE MODERN WORLD, edited by William Clayton Bower. University of Chicago Press. 304 pp. Price $2 postpaid of *The Survey*.

COMPOSITE work by a group of University of Chicago scholars, dealing with the relations between the churches and the major social issues. Obviously intended as a college or seminary text and reference work, it contains much factual and interpretative material which may be of value to ministers, mission boards, and the like.

RUSSIAN JUSTICE, by Mary Stevenson Callcott. Macmillan. 265 pp. Price $3 postpaid of *The Survey*.

SOVIET RUSSIA FIGHTS CRIME, by Lenka von Koerber. Dutton. 240 pp. Price $3 postpaid of *The Survey*.

THESE two books provide a notable addition to the slender stock of information about the administration of justice in the USSR. Russian Justice is an admirable summary of both theory and practice, from the viewpoint of an American sociologist. Soviet Russia Fights Crime, by a German penologist, is based upon first-hand observations of conditions in prisons all over the Soviet Union. Much of the material was gathered from German-speaking prisoners. Both authors are sufficiently objective in their approach to make their books of real value to the serious student.

Readers Write

Miss Bailey's Boys

To "Miss Bailey": I have been reading your articles in *The Survey* since the beginning of the series. Sometimes I have agreed with you, sometimes I have disagreed; but with your article, Send 'Em Back Home, in the December 15 issue I disagree so strenuously I feel I should tell you about it.

Surely you are not so pessimistic about the values of family life that you would allow yourself to subscribe to a doctrine which is doing much to keep thousands of boys away from their homes. You should also know the danger of quoting what anyone should recognize as extreme cases as being "run of the mill." Every boys' worker has seen cases such as those you describe, but he also knows that these are the exception and not by any means the rule. Our agency handled hundreds of transient boys before the Federal Transient Department came into existence and I should say that your illustrations do not represent more than 5 percent of the group. In those days we never passed on a transient boy and we were successful in returning 20 percent of those who applied to us—and they stayed, too.

I could give you hundreds of stories that illustrate my point. . . . I admit that there are many boys that should not or cannot be returned home at once, but in three and one half years' experience with men and boys—both resident and transient—covering a period when I was chairman of the State Transient Advisory Committee, it has always been my opinion that these were the exception and not the rule.

I wonder if perhaps you are not allowing yourself to be swayed by sentimental stories. . . . I assure you that I will continue to read what "Miss Bailey" has to say. G. M. Gwinner
Executive Secretary,
Bureau for Homeless Men,
St. Louis, Mo.

To the Editor: Miss Bailey's qualms against "shipping home the pig-headed youth of sixteen who won't go home until he can 'show them'" are too well understood by workers at the "home end" of the story.

Someone or some agency must be found to try to keep this boy from "hitting the road" again in the near or slightly more remote future. The Travelers Aid worker looks around her to find this resource in her community. Too often she is completely baffled. The family case working agency can only take the case on a long time treatment basis —which presumes an acceptance, on the part of the boy, of a strange new principle of self-motivation in treatment, for which he is totally unprepared.

Perhaps it is the job of the Travelers Aid Societies whose workers understand a little the complex motivations of transiency to enlarge the scope of their work to include such a type of service. Perhaps they are the logical agency for the development of workers who have "that innate quality that understands and even shares the spirit that wants 'to go places and see things.'" F. E. Wolf
Travelers Aid Society,
Philadelphia

To the Editor: We have read with a great deal of interest "Miss Bailey's" article in the December Midmonthly entitled Send 'em Back Home. We certainly compliment you on your fair appraisal of the situation and trust that the article will be very widely read, particularly by those social workers and others interested in human welfare, who, very often, still feel that the answer to the problem of the transient, one or all, family or person, is to return home. Charles H. Alspach
Director, Transient Activities,
Works Progress Administration,
Washington

Confidence Game

To the Editor: Because the names of the older foundations are widely known, racketeers of various sorts are claiming connection with them as a means of gaining the confidence of prospective victims. Recent experiences of this sort, in which the name of the Russell Sage Foundation has been used, make us feel that against this growing danger a general warning should be sounded.

As examples of the types of frauds which have been operating in this field we cite several from our own files.

A man representing himself as a Mr. Richard Williamson "purchased" a considerable number of Russell Sage Foundation books, once in the office of the Foundation itself, and once in a bookstore in Chicago. In each instance he offered a check in payment which he said was given him by his mother, and for a larger sum than the total of his order. In each instance cash was refused until his record could be checked —and the man departed for a suddenly remembered engagement elsewhere. He turned out to be a federal prisoner, recently released but again wanted for check forgeries.

Over a considerable period the Foundation has been receiving letters from various sources referring to a T. H. Larkin who claimed to be a member of the Foundation staff. This Mr. Larkin cashed checks, called long distance, and ran charge accounts on his alleged staff membership. He even entered into cordial personal relationships with a member of the Massachusetts Department of Correction on the basis of being associated with our Department of Penology. (The head of this department had recently died; his extensive obituary notices were probably the source of "Mr. Larkin's" information about the department.) Perhaps the climax to Mr. Larkin's career was his marriage to a Swedish girl in Chicago. Shortly afterwards the minister who married him wrote to the Foundation asking if such a man were in our employ. "I have reasons for asking this question," said the minister, who apparently had accepted a bad check for the wedding ceremony.

On one occasion a Dr. Hugh Baker represented himself as an important official of the Foundation and went so far as to promise a grant of $2500 for a special library study. The alleged grant was made for a city 1500 miles from the offices of the Foundation, and in the name of a person who was then conveniently abroad. What personal advantage, "Dr. Baker" received through his generous promises regarding the Foundation's funds we have not yet learned.

These incidents are brought to general attention with the hope of protecting the public from impositions of this sort, and of making it less possible for crooks and confidence men to trade upon the names of foundations and similar organizations. When the slightest doubt exists, obviously the only safe procedure is to ask for credentials. It is always a suspicious circumstance if a stranger claims acquaintance with a person who is inaccessible at the time.
Shelby M. Harrison
General Director,
Russell Sage Foundation

What's in a Word

To the Editor: Theories and practices in social case work with girls have undergone more changes during the past decade than perhaps any other phase of social work. Yet, in most adult minds, "protective" still stands for delinquency —"pre and past"—and, because of association and usage, implies immorality.

Agencies specializing in fields of social work which use the words "service," "Big Sisters," "Girls' Bureau," and "protective" are working for the prevention of delinquency. Their philosophy of today is to serve, guide and advise, rather than protect and super-

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vise and most of them have dropped the word "protective" from their names.

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RUTH ROBERTS MIX
Executive Secretary,
Girls' Service of New Haven, Conn.

Organic Accuracy

TO THE EDITOR: In Professor Alain Locke's review of Negro Intelligence and Selective Migration by Otto Klineberg [See *The Survey,* November 1934, page 346] he says, "On the whole the book is a swift, cleverly placed *solar plexus* for the broad paunch of one of the social golems of our day. . . ." This startled me a little as I was under the impression that the solar plexus was a nerve ganglia in the abdomen to which a swift, cleverly placed blow caused extreme discomfort, if not a complete knock-out. Has, however, its frequent use in connection with the prize ring attached another meaning to the phrase, namely that of the blow itself, or did our friend, Dr. Locke slip a little in his use of the term?

JEROME H. BENTLEY
Activities Secretary,
New York YMCA

[In a close decision, involving the possibility of a terminological knock-out, the late Noah Webster seems the logical referee. He says:

Solar Plexus—a network of nerve fibres which contains several ganglia, situated in the abdomen, and sometimes referred to as the abdominal brain. Colloq. The pit of the stomach. A knock-out or nerve racking blow received in or as in this spot.]

Discussion Invited

TO THE EDITOR: Some of us in Missouri who have seen our State Conference for Social Welfare change its name to the Missouri Association for Social Welfare and add field service, social planning and social legislation to its program in order to escape the necessity for a new organization, are wondering if the circumstances which forced this change do not indicate the need for a similar development nationally.

We assume that *Survey* readers will agree that there never was a time when more far reaching changes in patterns and procedures in social work were occurring and pending. Friends of good social work might well be mobilized for action as well as for discussion—the first question being, who should take the lead.

Qualified leadership in social planning, whether it be local, state or national, must come from those who are close to the problems and who are not compelled to divide loyalty with a political party or other interest. Public officials and official agencies, no matter what their quality, from the very nature of their relationships, cannot do what public spirited citizens and unofficial agencies whose interests are undivided can do.

We know that the National Conference of Social Work, the only unofficial national organization with a broad enough membership base, has a time honored tradition to remain merely a forum. Whether it could, at the same time, have programs in other fields is debatable. We also know that the American Public Welfare Association, Community Chests and Councils, Inc., the Family Welfare Association of America, and others have a limited membership and a limited field service of a specialized kind. The APWA might render the necessary service by enlarging its program, broadening its base of active membership, and developing a working understanding with the National Conference and probably with other national agencies, to avoid encroaching on their prerogatives.

There might be a possibility in a federation of various organizations which have limited programs of field service and planning or in an entirely new organization. I hope that this letter may provoke discussion and start something if it is needed.

Executive Secretary, A. R. GEPHART
Missouri Association for Social Welfare

THE SURVEY

MARCH 1936 MONTHLY VOL. LXXII NO. 3

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SO THEY SAY

Nobody hopes for anything from politics.—*Henry Ford.*

You cannot feed people on statistics or ticker tape.—*Mayor La Guardia, New York.*

When it comes to slums we are financing annually a terrible deficit.—*Harold L. Ickes, Secretary of the Interior.*

A large part of American recreation is taken sitting down. —*Henry M. Busch, Cleveland, in Leadership in Group Work.*

If we knew how many chisellers we have [on relief] we wouldn't have them.—*Louise Mumm, Philadelphia County Relief Board.*

The phenomenon of today in every country is the stark patience of the ordinary man.—*Anne O'Hare McCormick in New York Times.*

We have among the "unemployables," if you please, a veritable gold mine of tuberculosis.—*Metta Bean, Wisconsin Anti-Tuberculosis Association.*

The law in its majestic equality forbids the rich as well as the poor to sleep under bridges, to beg in the streets or to steal bread.—*Anatole France.*

Philosophy is a romantic field into which chivalrous young souls must canter out bravely, to challenge the sinister shadows of failure and death.—*George Santayana in The Last Puritan.*

Our citizenry cannot justly complain of the increase of crime as long as they neglect two of the readiest means of prevention—the ballot and the jury boxes.—*Charles L. Tuttle, former U.S. attorney, New York.*

It has long been a grave question whether any government not too strong for the liberties of its people can be strong enough to maintain its own existence in great emergencies. —*Abraham Lincoln, November 10, 1864.*

If we go on as we are with a bottled up government, the weakest in the civilized world, we run the risk of another and greater collapse leading quite possibly to dictatorship or disintegration.—*Lloyd K. Garrison in The New Republic.*

Private social work can advance only as rapidly as the numerous boards, including almost innumerable citizens of various interests, attitudes and points of view, are willing to change.—*Elwood Street, Washington, in The Social Service Review.*

Universities are great in terms of the intellectual quality of their graduates. No one knows or cares what university a hundred years ago produced the fastest runners or the richest men.—*Alan Valentine, president, University of Rochester.*

We shall not change the downward trend of living standards until people again are brought to their senses by the realization that the only security derives from courage, sacrifice, industry, thrift and the Ten Commandments.—*Roger Babson to Sales Executive Club, New York.*

Peace propaganda must find a functional basis if it is to escape from popular stigma as a peacetime hobby of respectable women and become a major task of Americans of every sex, age, interest and belief.—*Harold D. Laswell, associate professor of political science, University of Chicago.*

If we [Resettlement Administration] should establish gratitude in any single householder's heart, I should say we had failed. In an undertaking of the American govermnent every citizen has an equal and cooperative part. He owes no thanks to anyone.—*Rexford G. Tugwell to the Regional Planning Commission of Hamilton County, Ohio.*

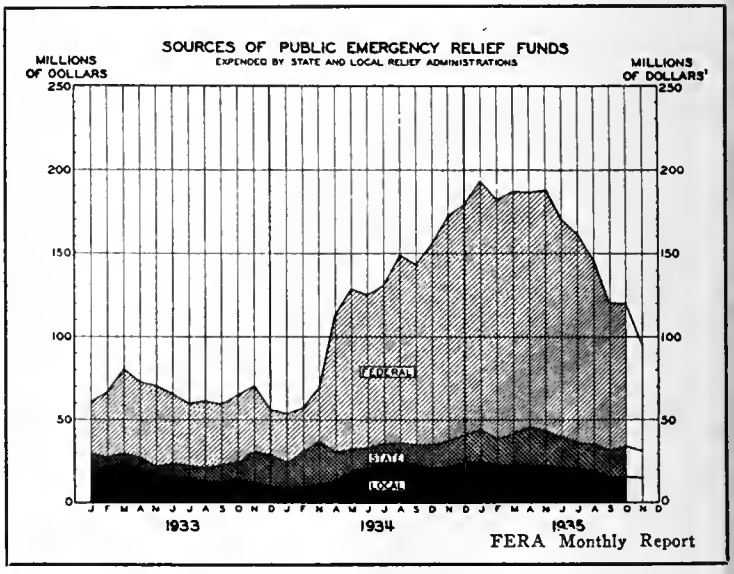
RELIEF—
That Problem Child

Omaha World-Herald, Dec. 29

Will He Be Able To Cope with the Big Bad Wolf?

Cleveland Press, January 17

Where Is the Way Out?



FERA Monthly Report

THE SURVEY

MARCH 1936

VOL. LXXII NO. 3

Nothing Short of the Nation

By GERTRUDE SPRINGER

Only federal aid, say the social workers of the country, can prevent the disintegration of unemployment relief and new and needless depths of suffering. Their recommendations.

"IT IS imperative that we again speak authoritatively about those things we know to be true." For three days in mid-February, delegates to the annual conference in Washington of the American Association of Social Workers rose to this charge of their president, Dorothy C. Kahn, executive director, Philadelphia County Relief Board. They spread on the record their firsthand evidence of the wake of human misery which is following the abandonment of federal relief. They came worn down by struggles, locality by locality, to fill the gap. They saw this new crisis against an accumulated experience with "hasty and desperate shifts" in relief programs running back over five hard years of depression. They reported that states and counties, with certain honorable exceptions, are taking their cue from the federal government and shifting the relief burden back on communities and townships, "usually the weakest and poorest units." They reported that with federal leadership and funds withdrawn, relief rolls have been arbitrarily slashed, administration costs set by order at as low as 1.6 percent, budgets cut by 50 percent, ". . . no joke in the middle of the worst winter in fifty years." "We are on our way back to dishing out salt-pork and beans." "Where is the reality any longer in talking about the community as sensitive to need or responsive to facts!" "For social workers to think that leadership and resources short of those of the federal government can cope with the burden of human misery existing the country over is to cherish delusion and give aid and comfort to reaction and exploitation."

Through paper after paper, through the discussion which occasionally broke into the formal program, the picture built up—what we started with in 1929 in social organization and public psychology to meet what proved to be a social and economic catastrophe; what the situation is today in public attitudes and in human needs; and what in the light of local resources is the inescapable responsibility of the national government. "Our approach," said Miss Kahn, "is through the single channel of our knowledge and experience as social workers. . . . We have but two questions to ask ourselves: What do we see as the government's obligation to its people at this point in our history? How can that obligation be most effectively discharged?"

THE plan of the conference was thus to present a full canvass of the current situation, and to develop a platform by which the Association, its chapters and its individual members can be guided in their efforts to secure action. The scheme of conference papers was headed toward this end. So were the recommendations of the Association's Division on Government and Social Action, William Hodson, public welfare commissioner of New York, chairman. The platform adopted is a break with the administration's present front on unemployment—a greater break with the blind recoil at public aid in many anti-administration quarters. As an emergency measure it calls for federal grants to the states for general relief for the remainder of the fiscal year. For the next and succeeding fiscal years, it calls for a work program divorced from relief, and for a program of general assistance (not limited to relief for the unemployed) fortified by grants in aid to the states. [See page 69 for the recommendations.]

These principles were not urged without first hearing an exposition of the administration's position, at the hands of Aubrey Williams, deputy administrator, WPA. Mr. Williams found it hard to believe that social workers would reject the WPA as a relief measure. The WPA with its security wage represents, he contended, a long

struggle to raise the level of relief from a grocery order dole averaging $7 a month per family before the FERA took hold, to the $50 average cash wage of WPA. He admitted a few areas of severe need where federal assistance might have to be given "for a few weeks," but insisted that resources exist in states and communities which have not been tapped. To crack the door to a return to federal direct relief, he held, is to open it to those who believe that the cheapest relief program is the best and to bring back the

> . . . penny-pinching, pantry-searching system. . . . we may anticipate a growing drive to abandon the employment program in favor of a work relief program, and work relief in favor of cash relief, and cash relief in favor of grocery orders. And when we again see the day that the unemployed have only bread lines, soup kitchens, and self righteous charity to thank for their existence, we may well ask ourselves of what we were dreaming when first we yielded the line.
>
> That is why I say to you that the federal government *must* adhere to its principle of giving work and not direct relief to the unemployed. And that is why I believe that those who seek a return to federal relief are flirting with the forces of reaction.

In the critical discussion that followed in and out of the sessions, the delegates clearly broke with this contention. There were those who questioned Mr. Williams' implication that federal categorical relief to the aged, to dependent children, etc. is pure, and federal direct relief tainted; those who challenged what they felt was an understatement of existing need; those who resented being put in a position where criticism of the WPA, as is, allied them with forces for reaction.

THERE were a few appreciative gestures to the New Deal for the beginnings of a long range security program and an occasional kind word for one or another aspect of the WPA program as a dam against human misery. But these social workers were concerned not with the engineering principles of the dam but with plugging the present and potential holes in it. The Social Security Act, they said, without teeth for setting standards in its categories, permits aid at old poor law levels. It is wholly ineffective to accomplish its avowed purpose without the underpinning of provisions for general public assistance for those who fall outside its present limited scope. To accept the WPA as the answer to federal responsibility for the needs of the unemployed is "to ignore fact in favor of fancy . . . to ignore the people in favor of the program." The social workers want work for the unemployed, but they want relief also, and the two, their experience indicates, do not mix. Warned as to the possible cost of such a program as they proposed—$9 billion a year was Mr. Williams' guess—they registered neither surprise nor pain. That some of the weaknesses of the Social Security Act could be strengthened by effective state action, that some of the sins of WPA were due to state and community lethargy came in only as by-the-way. Responsibility for past failure no less than for future performance was all laid on Uncle Sam's doorstep.

In the two previous Washington conferences of the Association the delegates had devoted themselves to examining their own thinking on the social problems at the base of their professional activity. This year the emphasis was shifted to an examination of what they are thinking about right now, and that, no one would deny, is relief—the realities obscured by "cultural myths," the piled up efforts to help, "efforts usually earnest, sometimes thoughtful, often hysterical, dramatic, ill-conceived and futile." Most of the 264 representatives of chapters, association committees and national organizations went to Washington with a lot of urge for action on their chests which they hoped to get off. They were restive under the long succession of papers, however able. They already knew, to their own satisfaction at least, most of what they found themselves listening to; they were reasonably clear on the principles involved. Their urge was to admit all this and move on—how bring these things home and get action. That the platform framers did not, as it seemed to many people, come to grips with the realities of getting it accepted by the many-minded public, by Congress, or even by federal officials, was more freely discussed in the anterooms than on the floor of the meeting.

THE eagerness to discuss was held in leash by the formal program, even though two evenings were designated for discussion purposes. People were fagged; the edge of difference, aroused by a ten o'clock paper in the morning, had been dulled by ten o'clock at night. The discussion was desultory, topics were raised and pushed aside before clarifying currents of thought had been directed on them. Take, for example, the professional unpopularity of social workers—freely admitted on all sides. "If the social workers come out for anything it's as good as lost." "Our few friends in the legislature have advised us to stay away if we want to get anything done." But there was no thorough-going scrutiny of what lies behind the popular disparagement of the social workers as experts; and but little examination of ways and means by which their experience could better register.

On the whole there seemed general weariness with wing-beating against forces which were indifferent to social workers' reiterated testimony of misery. This was part of what seemed, as the meeting rolled on, a general denial of the old social work standby, the community, as a source of strength in any program, present or future, designed to meet human need.

When it came to the federal government, here again, reflected in papers and in discussion, were indications of a cleavage between the professional social work body and the administrators on whom they would rest responsibility. There was a "we" and "they" attitude.

So far as the chapter delegates were concerned this was a young conference, with many of the elder statesmen of social work conspicuously absent except as they represented national agencies. The insurgents seemed less in evidence than in the Association's previous conferences, perhaps because of the formal arrangement of the program. Twenty-five prepared papers in five sessions are, it must be admitted, discouraging to voluntary expression—even of protest. Perhaps too the program as a whole was sufficiently protestant to satisfy. Certainly no one could say there was much illusion or back-patting in it. Everyone who contributed a paper, by sticking to his assigned subject helped to realize the Association's purpose of presenting a full length appraisal of where we are and what we have as a direction finder for the course we must go. How well this purpose was realized was indicated by the practical unanimity with which the platform, proposed at the final session, was adopted with little debate of its principles.

The AASW Platform

THE definite proposals for a federal work and relief program, adopted by the Delegate Conference of the American Association of Social Workers, were presented as the recommendations of the Association's Division on Government and Social Work, William Hodson, chairman. They were prefaced by a summary of the reasoning by which the committee developed the principles embodied in its conclusions. As an emergency measure the AASW urges federal grants to states for general relief and care of transients for the remainder of the fiscal year, these grants in addition to the present WPA program and other forms of assistance. For a continuing work and relief program for the next and succeeding fiscal years it recommends the following principles as a guide to legislative implementation:

Work

WE advocate an employment program designed to offer work to as many as possible of those who are unemployed and able to work. This program should be based on the following principles:

It should be entirely divorced administratively from the relief program.

The only projects to be continued or developed should be those which offer genuine work with material usefulness or cultural values and which are suited to the capacities of those to be employed.

The number so employed shall be conditioned upon the number of genuine jobs available, rather than upon pressure to put a maximum number to work at a given time.

The work shall be made available to any person who is not working, and who is seeking to enter employment, and who possesses any of the skills and capacities, which can be utilized by work projects.

Work shall be paid for at hourly rates of wages equal to those prevailing for similar work in the locality or to the union scale of wages where such scales have been developed. It is intended that a rate of compensation should be such as to provide the individual at least the minimum necessary for the maintenance of a decent standard of living for himself and his dependents.

Conditions of work in employment projects should not be less favorable than those obtaining for similar work in private employment, and should in all cases be in conformity with state, legal, and trade union standards for health and sanitation.

The relationship of the public employment administration to any individual worker shall be considered the relationship of employer and employe, and all workers on these projects should have the same rights of organization and collective bargaining which are exercised by workers in private employment.

Compensation for all injuries sustained in course of employment on any federal work project shall be provided under the Federal Workmen's Compensation Law, and for civil employes and for those on state work under state workmen's compensation laws.

General Assistance

CONGRESS should set up a plan for grants-in-aid to states for general assistance to families and persons in need, and for transient care. Authority to make such grants should be lodged in one of the regularly established departments of the federal government, closely allied to related governmental services.

The grant-in-aid system to comprise:

Initial basic grants to all states, fixed either at a small proportion (perhaps 25 per cent) of their total expenditures for relief, or upon some simple basis such as per capita of population.

Equalization grants, designed to balance the disparity between states in wealth and income on the one hand and needs and liabilities on the other hand.

Such grants should be made by a Federal Board of Allocation and Review, which should be divorced from administrative responsibility, and should have the following major functions:

Fixing the general conditions under which all grants are to be made under the terms of the law, including minimum standards as to adequacy of relief, personnel, and administrative setup.

Holding public hearings for the determination of the grants to each state, in which both the federal relief authority and the appropriate state authority shall present their facts and proposals.

Hearing and determining questions from the states or the federal relief authority concerning the interpretation or modifications of the terms of a grant.

Beyond the fixing and interpretation of basic terms, the actual administration of the funds thus granted should be left entirely to the states.

Relief should provide at least a minimum necessary to maintain life, health, and decency, sufficient to purchase under local conditions and price variations the elements of a standard budget.

As an effective system of employment offices would be required for the works program and for the registration required by relief families, the NRS . . . should be continued and strengthened.

The AASW urges this program of the establishment of federal grants to states for a general assistance program as a practical and feasible way of marshalling present forces to meet a present crisis, to create a basic national assistance program through cooperation of the federal, state, and local governments, and to prevent continued suffering and the threatened disintegration of the foundations of such a service as we have begun to build.

The Rank and File Convention

THE second annual convention of rank and file groups in social work was held in Cleveland, February 22-23, under the leadership of their National Coordinating Committee, Jacob Fisher of New York, chairman. The delegates from fifteen cities, chiefly eastward from St. Louis, represented membership of about 12,000 among twenty-nine employe organizations. This representation indicates a considerable growth from a year ago when the first convention, held in Pittsburgh, recorded membership of 8200 in eleven cities.

The formal opening of the convention included "Greetings from Fraternal Delegates," among them the Workers Alliance of America and the National Unemployment Councils. The five sessions of the meeting were devoted to consideration of organization policies and program and to the discussion of two major topics, Personal Practices in Social Agencies, and The Social Work Employe and Social Action.

The subject of personnel practices was broken down into four round-table discussions: education and training for social work, the campaign for civil service, the problems of workers in private agencies, and the fight against

layoffs and the tactics used by protective organizations. One of the most popular of the round tables, in attendance at least, was the one on education and training, led by Joseph Levy of Chicago, with Bertha C. Reynolds of the Smith College School of Social Work participating. A rank and file platform on personnel practices will be developed from the reports of the round tables and from a report presented by a committee of the Chicago group. Planks which are certain of endorsement are: civil service status for employes of public welfare agencies, a training program at agency expense and on agency time, and the recognition of the right of collective bargaining.

In regard to social action the convention accepted in large part a report presented by a committee of the New York group. This report reviewed "the tragic situation created by the ending of federal relief" and the stake of the social work employe therein. It discussed "deficiencies and limitations which are basic and inherent" in the federal work and relief policies and in the Social Security Act and outlined "the alignment of progressive and reactionary forces in the struggle for security." As a program of immediate action it proposed, and the convention agreed, to support the Workers' Social Insurance Bill (Frazier-Lundeen Bill, see page 74), and the Federal Relief and Works Projects Standards Bill (see page 78).

Affirming that ". . . social work employes have slowly swung to a point of view which recognizes a mutuality of interest between the rank and file as workers, and industrial workers, unemployed farmers and professionals," the New York committee urged study of means of cooperation with a political movement or party, growing "out of the needs of the masses of workers and farmers" which would rally the support of "trade union members, the unemployed, professionals, liberals, progressives, radicals, socialists, communists, Townsendites—all who are dissatisfied with the present order of things and seek progressive change."

In organization policies, attention turned on affiliation with established trade union bodies. Observers noted a much more active drive in this direction than existed a year ago. Two groups, workers in the transient bureau in Baltimore and the Social Workers Council in Minneapolis, have been granted, it was announced, probationary charters from the American Federation of Government Employes, an affiliate of the AF of L, and groups in Chicago, Philadelphia and New York are seeking charters. The general desire seemed to be for AF of L affiliation on industrial union lines. A special committee was authorized to promote and coordinate efforts in that direction and to bargain for terms of membership in the AFGE. At the present time there seems to be no established machinery by which organized groups in private social agencies may gain AF of L status. Meantime the rank and filers propose to cooperate actively with the American Association of Social Workers, the organized unemployed and other labor and social work organizations in furtherance of programs of action.

While the movement toward formal unionization is developing, the conference agreed not to reorganize on a national membership basis but to continue group membership as at present under the leadership of the coordinating committee. Jacob Fisher of New York was reelected chairman, Joseph Levy of Chicago and Ralph W. Jones of Philadelphia were elected regional vice-chairmen, and Allen McKenzie of New York secretary and treasurer.

J. Prentice Murphy

THE sudden death of J. Prentice Murphy, in early February, brought shock and sorrow to everyone who had known the warmth of his personality. He was one of *The Survey's* best friends, for twenty years a member of Survey Associates and one of our valued authors. With us, as with his other friends, he never failed of prompt and generous response to any request.

The general health and welfare of children was the cause closest to Prentice Murphy's heart, a cause to which he made a great and lasting contribution. It was fifteen years ago that he came to head up the new Children's Bureau of Philadelphia, after his experience as director of the Boston Children's Aid Society. There was a saying in both cities that where Prentice Murphy was, there you could count on good work for children. But his interests ranged wide—a "clean, broad, deep and kindly understanding of the most important social problems in American life today." Typical of this was his article, America on the March [*Survey Graphic,* March 1933], which grew out of his personal investigation of the plight of the bonus marchers driven out of Washington. Another example, following a trip to the Pacific, was his article, Hawaii Needs a Friend [*Survey Graphic,* April 1932], in which he turned his keen, discriminating judgment on the race relations behind public excitement over a sensational murder trial. Indicative of the kind of human being Prentice Murphy was is the note with which he acknowledged the modest payment offered him for that article:

> I do not like money enough to take anything for the article on Hawaii. I have a feeling that it should be a gift to the cause of better understanding. I very much appreciate your desire to compensate me, and thank you for sending a check but I herewith return it.

Katherine F. Lenroot, chief of the U. S. Children's Bureau, spoke for all social workers when, at the recent meeting of the American Association of Social Workers in Washington, she said:

> To work for children and for mothers in need of special help Prentice Murphy brought rare insight, sympathy, and courage. He never allowed immediate problems, however, to obscure the broader social issues involved. He was a master, never a technician, in the art of dealing with human problems. He greatly served the National Conference of Social Work in many capacities, and was to have been its president in 1937. He was one of the founders and leaders of the Child Welfare League of America, and he took an active and important part in the development of federal services for the welfare of children and in promoting sound cooperative relationships between the federal government and the states. To public welfare service in his own state of Pennsylvania he gave courageous, self-sacrificing and far-sighted leadership during periods of transition and great difficulty. His life and spirit are deeply engraved in the child welfare services of the country. . . .
>
> In all areas of social service he gave to the utmost, unsparing of time and strength. He felt that to live fully was better than to live long. Not the least of his contributions to social work was his devoted and understanding service to fellow-workers burdened with personal or professional problems. He was truly universal in his interests and sympathies, and in his readiness to understand and consider all points of view. Not in sorrow for a great loss, but in remembrance of a great spirit, whose concern for human need and human worth will be of lasting influence, do the social workers of America honor Prentice Murphy.

Government and Social Work

By JOSEPHINE C. BROWN

Administrative Assistant, Works Progress Administration; Former Associate Field Director, Family Welfare Association of America

FOR two years government and social work have been closely associated in a highly centralized relief program. The very size of the job and the speed with which it had to move made it impossible to use local committees and to encourage local participation and understanding as we would have wished.

Now, as the responsibility for public welfare and the administration of relief goes back to the states and localities, our first reaction is one of intense regret mixed with apprehension. What will happen, we ask, with no federal control? But on second thought may it not be, after all, a pretty wholesome thing—to test our performance, to face reality, to find out whether or not social work in the states can stand on its own feet after this two year demonstration.

The question is already being answered in almost every state, in different ways. Of course there are bound to be a few states, but I hope not too many, where the attitude of government toward social work will be unfriendly. On the whole, however, we are discovering a friendliness and cordiality on the part of governors, legislators, city and county officials which is most heartening.

I am convinced that social work in the relief administration, in spite of all the handicaps, has made a mark that cannot be erased. The country is aware as never before of the reality of the needs of great numbers of its people, of the necessity of providing means to aid them and of the definite contribution which social work can make in dealing with the situation. There can be no doubt, in spite of discouraging manifestations here and there, that the public acceptance of social work has gained enormously during these past years. To be sure the public's conception of social work is not that which many of us used to hold, but is our own conception what it was two years ago? If not—and mine is not—what has affected it? What has happened to us? We have learned, and are learning, what public welfare is. I venture to say that we have found it very different from what we thought it was, and that our lesson is not yet over. I, for one, am learning something new every day.

Many people seem to believe that public welfare is private social work paid for by public funds. Because of this, they expect public agencies to be as free as private agencies in developing their programs and in adhering to high standards of personnel and practice. Is this a fair assumption? What are the differences in the conditions under which public and private agencies function?

There are three general factors which directly affect policies and standards of social work: financial support; governing boards or officials; laws and charters or constitutions.

The support of a private agency comes from voluntary contributions—from people who presumably are interested and give because they understand the work of the agency and the value of its standards. These people or their representatives write the constitution, elect the board, appoint the executive, and decide policies. In general, the private enterprise is supported and directed by a relatively small proportion of the whole number of citizens of the community. To the extent to which these few citizens are educated, cultured and progressive, the standards and practice of the agency may be developed to a very high degree of experimentation.

On the contrary, support of public welfare comes from taxes. The conditions under which the money is to be spent are written in a law, policies are made and staff appointed by officials elected by the people. The tax paying and voting citizen, the man in the street, and the elected officials (county commissioners, mayors, aldermen, governors, legislators, and so on) furnish the support and make the rules.

Social workers whose experience has always been in private agencies may understand this theoretically, but it is very difficult for them to realize what it actually means in practice. I told someone the other day that I wondered whether it was possible for a social worker who had not been part of a public welfare administration, who had not *experienced* public welfare, to understand fully what it means.

There are two major lessons which we have had to learn. As private case workers we were taught to think in terms of the individual or family and of their needs. Most of us were far removed from the sources of funds and had no responsibility for providing them. In the Relief Administration we have had to measure constantly the needs, not of one, but of hundreds, thousands, even millions of families—mass needs against total resources—and we have learned of stern necessity to cut our garments according to our cloth.

AS private social workers we had—many of us—a terror of politics, and a distrust for any agency under political control. We were apt to forget that there is often politics of no uncertain character in the private agency world. As public welfare social workers we have learned that there is such a thing as good politics, and a lot of it. We have learned to work with all kinds of people, not only engineers, auditors, statisticians, research workers, educators, but with public officials. We have come to respect the public official and the position of responsibility in which he has been placed by the people who elected him. The fact that a public official does not at once assent to a policy or administrative measure as requested by the public welfare staff does not mean that he himself is not in favor of it. It probably means that he is concerned with the possible reaction of the people he represents. They have elected him and entrusted him with certain responsibilities. If he promotes a program which is far and away beyond their understanding and desires, what will happen? They may throw him out at the next election, and then what? Quite probably a reactionary

elected to the office with possibly years lost before a sound welfare program can again be promoted. Rather than have the entire program lost, isn't it wiser to go part way with an official who seems a little slow-moving until the citizens, whose hard-earned taxes are being spent, have had an opportunity to learn what it is all about?

In a letter written last spring Aubrey Williams, discussing the political framework in which public social work functions, said:

This much is not always understood or agreed to; that in public matters one should and must use people who are part of the elective machinery of government. So many people who claim to be advocates of public welfare really want to establish private social work on the payrolls of the government. To my way of thinking that is neither possible nor desirable. Public social work must be done in the arena of elected officials and the sooner the social work profession understands what this means the more likely will they make some solid and impressive advances and accomplishments. There is altogether too general a mistrust of people elected to office. This seems to me neither healthy nor rational in a country which predicates its public affairs on a democracy.

In accepting the general proposition that social work should be a government responsibility, one must also accept the machinery of government which rests upon elected officials. Further than this, public social work must be willing to subject itself to the public scrutiny periodically, just as any elected official does, and this public scrutiny will undoubtedly involve frequent turnovers and cleansings and even the reverse of cleansing processes at times, but the same applies to all our other public institutions from the Presidency on down to the humblest elected constable.

For my part, I believe in public social work and am perfectly willing that it should take the bad along with the good, knowing full well that there will be trying times, and that it will take patience and a skill of the very finest sort to maintain its desirable character—but that is a part of the general proposition.

It may take ten, twenty, or fifty years to establish social work as a public responsibility, alongside of public schools. It will undoubtedly be like all other human endeavors—like a wave. We will have periods when we go out to sea—there will be other periods when we will be at the back of the wave on the rocks—but I think of that as part of the general effort.

We are living in a democracy. When we say "government and social work" we mean "democratic government and *public* welfare." We are in the process of creating a new type of social work and of public welfare. If we are wise, if we are willing to go slowly, to take the knocks, the set-backs, to see through all the conditioning factors, to understand what is back of what appears to be incomprehensible, we will prepare the way for government responsibility for welfare in a far wider sense than that contemplated by any programs at present under way.

Social Sense and Mental Hygiene

By HOWARD E. JENSEN

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WHEN mental hygiene appeared on the horizon of social work ten years or so ago, its new light dazzled some of those on whom it fell. They came to insist that social work should be concerned chiefly, if not exclusively, with the emotional problems of people in distress; that social maladjustment is emotional maladjustment. As a result social work sometimes tended toward too narrow an absorption in the client's inner life. Depression hastened a swing of the pendulum which probably would have come in any case. Perhaps now we can begin to see a just balance. Inner strain precipitates many problems of social maladjustment, but so does outer strain. Sometimes the forces of external nature—drought, flood, fire, earthquake—play havoc with man's little world. Sometimes his physical organism is impaired by illness or injury. Sometimes his own culture turns upon him like a Frankenstein and destroys him with depression, unemployment, war, revolution, mobs, riots, strikes. These are not emotional problems of individuals, although they have their emotional implications. They are not due to inner stress, although they may create it on a vast scale.

The place of mental hygiene in social work lies in its contribution to the worker operating in this comprehensive setting of problems created by inner stress and outer strain. Mental hygiene should be a part of the professional training of every social worker to enable her to do intelligently and skilfully what otherwise she must do blindly and bunglingly. The adjustments of persons to one another within the framework of social institutions according to culturally sanctioned patterns are fraught with mental hygiene implications; their handling is a fine creative art. It has been practiced successfully for centuries by ministers, teachers and parents who had nothing to guide them but the keenness of their intuitions and the sensitiveness of their perceptions. Mental hygiene promises to supplement these inestimable but uncertain qualities with the surer insights of science.

The most valuable insight of science is knowledge of our own limitations. Those who have considered the hard road of learning and experience of the qualified psychiatrist and psychoanalyst cannot but marvel at the confidence with which a Miss Fix-it-all, working under her supervisor, Miss Know-it-all, can trace the reactions of her client, Mr. Want-it-all, to an Oedipus complex or to a fixation at the narcissistic stage. If only we would stop to practice our techniques upon ourselves, our families and our staff associates, we would understand better why our efforts to create social harmony frequently precipitate a dog fight!

A real education in mental hygiene first should teach the social worker how to keep hands off wisely. Fortunately, human protoplasm has remarkable recuperative powers. Each of us has sprung from an ancestry, going back to the dawn of man, every individual link of which was strong enough to survive the most destructive conditions of existence until the torch of life could be passed on to other

hands. Were it not so, we should not be here to comment on the fact. Fortunately, too, the drive toward integration and stability has been great enough in each of us to overcome all obstacles to personality development with some degree of unity and poise. Were that not so, we should be reading these pages in a prison or a mad house. Often the soundest hygiene for both body and mind is to stand aside and give the recuperative powers of nature a chance. The social worker must understand that unwise treatment administered to either body or personality may precipitate the very evils it would avoid.

When psychiatric treatment is necessary the psychiatric social agency, whatever its name, must administer such treatment under the direction of persons with medical training. The position of the social worker in such an agency should be precisely analogous to the position of the physician or clinical psychologist. All are specialists, competent to make certain contributions to diagnosis, and to assume active responsibility for certain roles in treatment.

HOW such a responsibility works out in the legitimate bailiwick of social work is seen in terms of an actual case (cited by Bessie Averne McClenahan, in The Child of the Relief Agency, *Social Forces,* May 1935, page 561):

A prominent Hollywood professional man was obliged to apply for assistance for himself, his wife, and his sixteen-year old daughter, a junior in highschool. The father was in poor health and unable to collect fees owed him. At the time of the first visit, the proud parents informed the visitor that their daughter was an honor student, said by her teachers to be one of the outstanding pupils. Six months later, the daughter's work was in a precarious state. She was failing in one subject and just passing in two others. The financial condition of the family had so upset her that it was impossible for her to study or to concentrate on anything. The child lost weight and became extremely nervous. The mother secured work in the wardrobe department of one of the motion picture studios and was able to assume the family support. Immediately the daughter's health and school work showed improvement.

The contribution of mental hygiene consists in the worker's awareness that here, as in millions of other cases precipitated by the depression, the emotional stresses are a result of social dislocation, not a cause. How does the social worker know that finding a job for the mother will relieve the daughter's tension? This may be obvious to common sense, but it is not so to science. For if the emotional attitudes of the girl are such that she considers a working mother a greater threat to her social status than relief, her emotional tensions will be increased.

The social worker who is consciously utilizing the resources of mental hygiene will not act at random or by routine. She will control the worker-client relationship in such a way that her clients will reveal spontaneously how their experience functions in determining their present attitudes. If she is successful, she will be in a position to predict whether the daughter's precarious state will be relieved or aggravated by finding a job for the mother. Other circumstances may compel the social worker to find a job for the mother anyway, but if she does, she will recognize the further obligations of case work to the daughter. She will discharge this obligation with a view to attaining the case worker's objective of social adjustment, without invading the psychiatrist's field of dealing directly with the difficulties within the personality. She will be aware of the hazards besetting the case worker who ventures upon the latter course.

In the first place, she will hesitate to apply to this girl such terms as emotionally immature, dependent personality, or other psychiatric labels, in a pathological sense. It is true that the girl's emotional state is preventing her from dealing realistically with the situation, but if this be emotional immaturity, few of us are emotionally mature. The freer we are from inner stress, the more resistant we are to outer strain, but few of us can face a serious threat to our status without a more or less severe emotional upheaval. Rational comprehension of the new situation may come quickly, but emotional acceptance is a difficult achievement. Nowhere perhaps, outside of Oliver Warbucks in Harold Gray's comic strip, do men meet sudden reversal of fortune with clear logic.

Second, the competent social worker will avoid the psychiatrist's field because she knows that unskillful probing of the emotional life may precipitate worse conflicts, and the attempt to give insight in terms of psychiatric concepts may result in one of those tragedies of human suffering sometimes seen in those who have been unsuccessfully or unskillfully psychoanalyzed. Competency in such techniques of mental exploration requires years of training in psychiatry and further years of clinical experience such as few social workers can possess.

Third, mental hygiene orientation will provide the social worker with some awareness of the uses and limitations of persuasion. If the emotional problem is superficial, the worker may persuade the daughter to accept the worker's view of the mother's working, but if it is deep seated, no such persuasion will suffice. On the contrary, many adverse reactions may result. She may reject the worker's view intellectually because it is unacceptable emotionally, and thus not only destroy the worker-client relationship, but also be driven further into social isolation. Or she may accept the worker's view as reasonable, but, because she cannot also accept it emotionally, she may become the victim of increasing feelings of anxiety, fear, inferiority, guilt or hostility towards herself. It is a psychiatric commonplace that rational insight without emotional acceptance may result in an increase of confusion, disgust and impotence.

BUT mental hygiene has more to offer than negative counsels. The worker using mental hygiene procedures in this case will assume active responsibility for developing the client-worker relationship so that the daughter will freely reveal her attitudes in the presence of the worker. This is necessary, less in order that the client may understand the girl than that the girl may understand herself.

In all cases of emotional stress, the client's idea both of himself and of his situation is distorted by repressed feelings. As these find release in the neutral atmosphere created by the worker, his conception of both himself and the situation undergoes change, and he is set free to deal with his own problem objectively. A client enters a social agency denouncing the injustice of the economic order, the indifference of the government, the niggardliness of the relief allowance and finally the inefficiency of the worker herself; if the worker does not meet his will with an opposing will which the client feels he must either conquer or submit to, he may return the next week with a matter of fact

account of his difficulties which furnishes a basis for a practical attack upon his problem.

The worker with mental hygiene training will endeavor to understand in each case, "What emotional significance does this person attach to this experience?" Is the client who accepts the worker's plan without a word of protest a reasonable person with insight into the necessity of co-operation in a world sorely distressed, or is he transferring to the worker a feeling of dependence which he has shown previously in other social relationships? Is the client who is surly and abusive expressing a fundamental trait of his personality, or is he a man badly confused by a succession of catastrophes, overwrought by the fact that for the first time in his life he finds himself incapable of independent self-direction?

Such a worker also will be free from the necessity of satisfying her own emotional needs through her clients. She will not be dependent on their gratitude nor disturbed by their censure. She will understand these attitudes in terms of what they signify in the personal development and social adjustment of those who hold them.

Nor will she permit her clients to satisfy their emotional needs through her. She can not do this and remain the passionate partisan of their growth in security and self-direction. She must use encouragement and sympathy only in such a way as to render her clients independent of the need of them. If on this account certain clients come to say of their case worker, "I hate her. All I am to her is Case No. 11,206," it may indicate immaturity on the part of the client, rather than incompetence on the part of the worker. She must withhold granting them the emotional security they desire to obtain through her solicitous concern, in order that she may not deprive them of their opportunity to become secure in themselves. Her objectivity is not detachment, indifference, apathy, but genuine interest, penetrating understanding, sincere good will, quick responsiveness to her clients' groping efforts. In fact, she is more than a friend in that her self-control and her active endeavor to maintain the conditions essential to the development of personality go far beyond what is required in successful human relationships.

Fortunately this view is being taken as a matter of course by a constantly growing body of social case workers. Over the portals of social work they have emblazoned the slogan, "Mental Hygiene, Welcome!" May the motto on the door-mat be equally clear, "No Fads Admitted!"

The Workers' Bill

By BEULAH AMIDON

A NEW Workers' Bill, drawn by the Interprofessional Association for Social Insurance, was introduced in the upper house of Congress in January by Senator Lynn J. Frazier of North Dakota, and in the House of Representatives by Congressman E. M. Lundeen of Minnesota. The proposed measure, though it uses the term "insurance" is not an actuarial scheme but an orderly and adequate program of direct relief to be financed wholly out of federal funds and administered by organized labor. The bill includes six categories of public assistance: aid to the unemployed; to self-employed professional workers, farmers and owners of small businesses; to the disabled; to the aged; maternity benefits; allowances to widows and mothers with dependent children.

The declaration of policy sets forth, in part, that:

> Under modern economic conditions it is impossible for most workers to secure themselves against loss of income due to loss of work, for their earnings during employment are barely enough to provide for more than immediate living expenses. This loss of work . . . is primarily due to the operation of social and economic forces which are beyond the control of individuals, private bodies, or individual States.

The bill therefore declares the policy of the Government to be "that it is in the interest of the general welfare that Congress appropriate funds out of the Treasury of the United States for the establishment and support of a national system of social insurance for the benefit of all workers."

The bill would fix minimum compensation for all those eligible for benefits under its provisions at $10 a week, plus $3 for each dependent; maximum compensation at $20 a week plus $5 for each dependent. No person would be entitled to compensation who received net income from any source of $20 or more a week, plus $5 or more for each dependent. The receipt of income less than this amount would not disqualify for compensation, but such income in excess of $250 a year would be deducted from the benefits payable under the measure. Benefits, pensions, alimony or compensation under any state, federal or private insurance, pension or compensation provision would not disqualify but would be similarly deducted.

The six relief categories are covered thus:

The Unemployed. This would provide for any worker, "who is totally unemployed or partially unemployed," a grant equal to the "average weekly wage" paid in his occupation in the district, unless the wage exceed the maximum compensation. An unemployed worker would be no longer eligible for aid if, "without good cause," he refused an offer of suitable employment, though he might not be required to accept a job with substandard wages or working conditions, nor one which required him to join a company union or interfered with his labor union membership. A partially employed worker would receive compensation for the unemployed portion of his time at the same rate he would receive were he jobless.

The Self-employed. Any worker self-employed in agriculture, fisheries, forestry, trade, manufacture or a profession, whose average weekly net earnings did not equal the minimum compensation payable under the bill would be entitled to compensation at a rate to make up the difference between actual earnings and minimum benefits.

The Disabled. Any worker, totally or partially disabled from whatever cause, would be entitled to a grant at the rate provided for the totally unemployed.

The Aged. Any person sixty years of age or over, not

working and receiving no earnings, would be eligible for minimum compensation.

Maternity Benefits. This would provide unemployment compensation for any woman worker for a "period of maternity," from eight weeks before to six after childbirth.

Widows' and Mothers' Allowances. Any woman not eligible for compensation under the preceding titles who is head of a household with one or more dependent minor children whose father is dead or has divorced, deserted or separated from them, would be entitled to minimum compensation.

Compensation is not to be denied anyone, the bill provides, because of "sex, race, color, religion, length of residence in any district, political opinion, or affiliation or membership in any economic, political or religious organization." A foreign-born resident who had lived in the United States for five years or more and had filed his declaration of intention to become a citizen would be entitled to the benefits of the bill.

The bill would establish a Federal Workers' Social Insurance Commission to administer its provisions. The commissioner and the fifteen members would be appointed by the President, with the advice and consent of the Senate, "from a panel of names submitted by national workers' organizations as persons representative of workers and familiar with national working conditions." A workers' organization is defined in the bill as "any labor or trade union, economic association of unemployed persons, agricultural, cooperative, or other economic organization of workers. . . ." A workers' organization is national in the meaning of the bill if it has "members residing in three or more states." The bill would fix the salary of the commissioner at $5000 a year, and his tenure at three years. For administrative purposes the country would be divided into regions and districts with local offices, secretaries and committees. Only members of "national workers' organizations" would be eligible for appointment to any of these positions. Technical and clerical assistants to the Commission and the committees would be under civil service. Compensation for members of the Commission and for the regional and district committees would be fixed, not on a salary basis but only for time actually devoted to their administrative duties, and at the rate at which they would receive compensation as unemployed workers.

The bill would set up a Social Insurance Fund with an initial appropriation of $5 billion "out of any money in the Treasury of the United States not otherwise appropriated." The Commissioner would be responsible for estimates to the President and Congress of the expenditures and appropriation to carry forward the provisions of the bill during each fiscal year, and this estimate would be included in the annual budget of the United States. The declaration of policy defines the basis on which the Social Insurance Fund would be maintained:

> The costs of the system must be a primary charge on the national wealth and must be regarded as a component element of the budget of the federal government to be provided for out of the national treasury. Any additional costs necessitated thereby should be derived by suitable revenue legislation from high incomes, corporate surpluses and other accumulated wealth, and should not be placed directly, by payroll taxes, or indirectly by sales taxes, upon the workers of the United States whose standard of living Congress hereby seeks to protect.

Housing Under Capitalism

By ALBERT MAYER

Associate Principal Architect, Resettlement Administration

YOU can't get housing under capitalism—you can get poignantly worded speeches, you can get millions of dollars on paper—but note, after three years of government antics practically no housing, and none for what might reasonably be called the low income groups. Furthermore, with General McCarl's recent ruling as to the invalidity of certain of PWA's partial grants [see page 88], and with the proposed changes in Senator Wagner's original bill which make its usefulness for public housing almost negligible, even the most optimistic must feel that housing is getting nowhere.

But the problem goes deeper—and here instead of explaining my contention in detail I would refer you to a pamphlet, Housing Under Capitalism by Sidney Hill (International Pamphlets, 799 Broadway, New York).

Mr. Hill deals with housing under the New Deal, and under capitalism generally. He does a first-rate job of clarifying the functions of the aggregation of national housing agencies and so-called housing agencies in Washington. As he shows, while the constructive agencies were starved for money and encouragement, huge government funds—$7 billion—were used to bail out sour mortgages of banks, insurance companies and other lending institutions; the Federal Housing Administration was created to ballyhoo the ballyhooable into building houses on which FHA could insure mortgage loans—for our old friends the suburban subdivisions and developments, badly planned, badly built, and not for low income groups.

The point is that low cost housing is impossible under capitalism. Even in those capitalistic countries where there is some so-called public housing, rents, with few exceptions, are not sufficiently low. Families who live in those houses do so at the sacrifice of other necessities. Such housing does not add to the sum of their minimum living facilities. Hence Mr. Hill's incontrovertible conclusion: the demand for housing must be part of a broad front that includes adequate wages, unemployment and health insurance and old age pensions; the cost of subsidy (another way of readjusting wages) must be met not by consumer taxes but by taxes paid by the wealthy.

How accomplish this, asks Mr. Hill. Only by organized mass demand, expressed in terms of pressure on candidates, and ultimately of votes, he concludes. Social workers and others are generally inclined to feel that conferences, resolutions, trips to the state or national capital, will produce housing. An amiable delusion. What is needed is persistently exercised pressure from all civic minded groups as well as from the people in need of housing.

Although Mr. Hill fails to refer to the PWA public housing now under way, amounting to something over $100 million (for one percent of the population) as well as to the Resettlement Administration's present attempt to build four satellite cities (not planned when the pamphlet was issued) the omissions are not important. For bitter experience leads me to conclude that neither PWA nor RA programs will be completed simply because they are started. The pressure against them is terrific. Pressure for them, even more potentially terrific, must be organized and made effective. Social workers must help realistically.

You Can't Eat Morale

By GERTRUDE SPRINGER

"THE great virtue of the work program is that it sustains the morale of the unemployed, and that, my friends, must be our first consideration."

The speaker sat down and Miss Bailey, slipping out under cover of the polite handclapping, wondered why she ever let herself in for a speech like that when her own office was crowded every day with living, human exceptions to its suave, easy-going generalities.

> *Miss Bailey Says . . .*
>
> *Certainly work is better than relief provided it pays enough to sustain life. But what about—*
>
> *The father of seven who deserts because his family got a better break on relief than on his WPA wage?*
>
> *The family that got by on the WPA security wage till a fire destroyed all its clothing and other possessions?*
>
> *The man so physically inadequate to his WPA job that lost time cuts deep into his wage?*

Not that she quarreled with the idea of sustaining morale. On the contrary she'd been working at it more months than she could bear to recall. And she didn't quarrel with the WPA either—well, not very much. For great numbers of families it had accomplished exactly what its sponsors intended—it had provided occupation, usually useful, at a wage that was as good as and occasionally better than the relief allowance. Probably eight out of every ten of the WPA families in her district were no worse off than they had been under home or work relief, and certainly their frantic eagerness for what even smelled like a real job had meant something in terms of morale.

But it was the two out of ten families that were bothering Miss Bailey these days. In a big district like hers two out of ten ran up to a good many families for whom the security wage, because it shut off other assistance, spelled hardship greater than relief, poor as it was, had ever visited on them. "Statistically speaking," she told herself, "I suppose, that eight out of ten makes the whole business a howling success, and if you happen to be the two out of ten it's just your hard luck. But I wish that nice smooth speaker had to spend a week at my desk. He'd learn that morale may have its price. I'd like to have him find the answer for Mrs. Anton when she says, 'My man works good, and before, when we had the relief job and made $28.50 a week, we had enough to eat and the kids had milk. But now he gets $14 and there's still eleven of us to eat, and another coming. My man's a good man. He wants to work. Please, lady, tell me what to do'."

Reports from over the country, from sample studies and "best guesses," indicate that the security wage is permitting 75 to 80 percent of the WPA families to get along on about the same level as FERA supported relief. What is happening to the other 20 or 25 percent seems to vary in fairly direct ratio to state and community participation in the relief program of the past several years. Where there was a sense of responsibility to begin with, and states and cities put up a share of relief funds, there is usually—though not always—an awareness of the plight of the 20 percent and an effort of some sort to meet it. This effort ranges from supplementation month by month almost up to the full relief budget, down to occasional "lifts" over emergencies presumed to be temporary.

In places where federal funds have carried the whole load, and the local social conscience has never been noticeably active, there is apparently small thought of supplementing the WPA wage under any circumstances. "We are not supplementing with local funds because there are none." "How can we think of supplementing when we cannot even care for the residual relief load?" "The families have to live on the wage whether they can or not." "The lowest security wage is almost twice the average relief grant."

"We are not supplementing inadequate WPA wages," says a supervisor in a large industrial city. "Just why, I don't know, for in home relief we are continuing to supplement inadequate industrial wages. For example, here is the Smith family of eight which in one way or another manages to earn $50 a month. We supplement with food, milk and clothing up to a budget of $85. Next door to them live the Joneses, also eight, with a WPA wage of $55. Do we supplement? Certainly not. We say cheerily 'You'll just have to work it out for yourselves. After all it's better to have a job, isn't it?'

"BUT Frank Dillman didn't see it that way and as a result we have his ailing wife and seven miserable children back on home relief and he's gone off no one knows where. Up to three years ago he made $40 a week driving a truck. Then his eyes went queer so he couldn't get a license and after awhile they had to apply for relief. They were budgeted at $28 a week and he was given a park job to cover it. Last summer when the work-relief program shut down the family went on home relief of $18 with milk, coal and occasional clothing besides. In December he was assigned to WPA at $14, and no extras, and they simply couldn't make the grade,—there were just too many of them. They came in to see me, he to ask what would happen to his family if he cleared out and she crying and begging him not to talk that way. I had to admit that they'd be put back on practically the old relief budget, but I added a strong line about seeing it through and this bad time would pass—you know the line—and he looked me in the eye and said, 'I don't want to leave my family, but we can't go on this way, and they're better without me.'

"Last week he deserted, and the mother and seven children, all under fifteen, are on relief. If we had put even $5 a week into that family the situation could have been saved. But we wouldn't and now we have the full support for no one knows how long. If that's economy I'm a Fiji Islander. And if it's sustaining morale then you're one too.

"Of course if we'd had any brains large families like this would never have been transferred to WPA but kept on relief where budgets could be adjusted to need. But it was all done so fast and the men begged so hard for the work assignments. They knew that the pay was below their relief allowances but they were sure they could soon be shifted to a better rating. Any work, they felt, was better than relief. But the projects for anything but common labor have been few and far between, and reratings for any but exceptionally skilled men have been hard to get. The result is that for oversize or atypical families work has meant near starvation."

IN a few large cities, where relief standards have been pretty well maintained in spite of the withdrawal of FERA funds, supplementation is regularized by policy. But everywhere the burden of proof is on the family. It must apply for supplementary aid and must present a strong case. Usually a waiting period is exacted while the family "does its utmost to manage." In one city if the WPA wage is more than 10 percent short of the relief budget at time of transfer help may be given "in such amount and for such purpose as appears necessary to prevent suffering and severe hardship." In another a family whose WPA wage is more than $2 below its weekly relief budget may apply for special occasional help such as milk, clothing, coal and so on. If after three months there is no improvement in its situation it will be reinvestigated and rebudgeted and assistance given—but with no promises for even a month ahead. One city will "consider" supplementary aid on a case by case basis if there are seven or more in the family. Another will supply coal and sometimes milk when the two items of rent and food exceed total WPA earnings.

"Big families are a steady problem" says a supervisor in a midwest city, "but even more difficult is the family that, just squeezing by on its WPA wage, meets with a sudden calamity. Can you imagine what it means when you haven't a nickel in reserve to have the stove break down completely, or to be notified that you have to move because the house is to be torn down, or to be quarantined for measles and have the children lose their school lunches? We had such a case last week—a call to come quick, the Wilsons were burned out. According to the rules it was none of our business. The Wilsons had been off our books and on WPA for two months, and their troubles were not ours. But we went—and here were the Wilsons, Mr., Mrs. and three children, with nothing in the world left but the few bits of clothing they had seized when fire routed them out of their beds—and the mister nearly crazy because he was losing a day from his job.

"Under our rules we couldn't do a thing for that family—they didn't need milk or coal, which we could give, but clothing and blankets, beds and chairs, pots and pans. What did we do? Why we cracked the rules wide open, and we're still trying to square ourselves with the accounting department. We have accumulated a lot of cases like this and are putting them before our high-ups in an effort to get a policy that will recognize the existence of such situations and permit us to deal with them, case by case, in an orderly way as interim or extraordinary relief or whatever you want to call it, without any formality of reopening the case. Of course we might have to change our statistical categories—but what of it?"

As WPA is set up there seems to be no way to utilize the therapeutic value of work for what it is worth in special cases. It's work or relief—whole hog or none.

"Some of our most disturbing cases," says a worker in an eastern city, "are of men who need to work for the sake of their morale, but who are physically unable to do the full time hard labor of their WPA assignment. Probably they shouldn't have been transferred in the first place—but you know that story. Take Sam Johnson for instance, who used to run an elevator, but who hasn't the physical stamina for a hard outdoor job in winter weather. The family has been on relief a long time and there were indications that unless Sam got to work pretty soon he'd give up caring. The WPA wage was enough for the family to manage on—if they had gotten it. But a succession of colds, and 'jes mis'ry' have cost Sam so much time and cut so deep into his pay check that the family is practically starving and must come back on relief. It's either all work or all relief, say the rules. How much better it would be for Sam if he could work part time and contribute something to his family's support, with relief supplementing as necessary. As it is he feels completely defeated and his morale is lower than it has ever been."

"But where are the private agencies in this picture?" many people are asking. "Why isn't it their job to step in and supplement in these two out of ten cases?" There are several answers. One is that where the need is most acute there are no private agencies to speak of; another is that private agencies are having their own financial troubles and that if they once cracked their doors to cases needing supplementation they would let in a flood that would overwhelm them; a third is that in some places they actually are supplementing without any fanfare. "We took on a few cases at first, but soon saw how impossible it was." "We have not dared inaugurate a policy, but we are occasionally putting in milk and a little clothing." "Our rule is 'No,' but in desperate cases where common humanity makes it impossible to refuse we help a little."

WPA seems to have been conceived, say the workers, on the assumption that everything about it would click, that its gears would all mesh smoothly, that all families have the average of 4.1 children, that everyone has average good health, that accidents don't happen and that mankind, singly and collectively, faces squarely up to its responsibilities. And that assumption, their experience indicates is about 20 percent off in one way or another. "Goodness knows we don't want to social work the 80 percent whom the WPA formula fits," they say, "We want them to get out from under relief as much as anyone does. But we insist that the other 20 percent whom it doesn't fit should have a chance too and that the rules should be flexible enough to meet their situation and so salvage for them such benefits as WPA holds for the majority."

IN many households the WPA wage-earner is a son, a daughter, a nephew perhaps. The problems inherent in such situations are the subject of the next article in this series, Miss Bailey Says . . . which with this issue completes its third year. *For additional details see page 88.*

The Common Welfare

Shouting and Tumult

RELIEF from relief investigations seems to be a crying need just now in much investigated New York. At one time three investigations were going on at once, full tilt—the Board of Aldermen's, a fishing expedition; the Mayor's, searching and constructive; and the Governor's. Hardly had the dust subsided from the first two, and scarcely was the ink dry on the published report of the last —fruit of fourteen months careful factual study by a nonpartisan committee of distinguished citizens—when the legislature, of a different political complexion from the Governor, decided that something was terribly terribly wrong with relief and that it should be investigated. What is needed just now in New York and in a good many other places is not further investigation of relief administration, but, with the abundant factual data already in hand for study, constructive action to simplify and improve administrative practices. What is most needed is honest facing of the fact that what is fundamentally wrong with relief is not relief itself or any detail of its administration but the conditions that make it necessary.

The Marcantonio Bill

SPONSORED by New York's insurgent young representative, Vito Marcantonio, a bill entitled The Federal Relief and Work Projects Standards Act, is now before the lower house of Congress. It declares the existence of "a serious emergency affecting the welfare of the United States," reestablishes federal direct relief and continues federal work projects until June 30, 1937. At this writing a companion bill has not been introduced into the Senate.

In broad principles of federal responsibility for individual lack of income the Marcantonio Bill follows generally the Frazier-Lundeen Bill (see page 74) as it does also, though less broadly, in provision for worker representation in its administration. Where the Frazier-Lundeen Bill vests administration in a commission drawn wholly from representatives of worker organizations, the Marcantonio Bill revives the FERA and continues the WPA, largely as disbursing agents, while creating a new independent bureau with large authority—the National Commission on Relief and Work Projects Standards—on which workers' organizations, social workers' organizations and the administration are equally represented.

The Marcantonio Bill is a long particularized document, detailing standards of working conditions and of eligibility for relief and itemizing "the elements of a standard minimum budget." Few of the bones of contention in relief and work programs are overlooked. The standards which it sets up in detail for the "emergency" seem not unlike those set up in more general terms by the Frazier-Lundeen Bill as a permanent system. The bill would appropriate $2 billion to the resuscitated FERA for grants in aid to states for direct relief, continue the WPA until June 30, 1937 and appropriate $2 billion to it for grants to states for state work projects and $2 billion for federal work projects—a $6 billion appropriation in all. These grants would be distributed on a basis of population and need and would be contingent on approval, by the National Commission on Relief and Work Projects Standards, of state and local plans embodying the standards set forth in the bill.

The recent convention of rank and file groups in social work (see page 69) endorsed the Marcantonio Bill "pending the enactment of the Workers' Bill," which it also endorsed.

Nonresistance in Akron

LATE in January more than a thousand workers in the Firestone Tire and Rubber plant in Akron staged a fifty-five-hour "sit down" as a spontaneous protest against the suspension of a union member by the management. The workers simply turned off their machines and sat down beside them, playing cards and checkers to pass the time. They ate at the company cafeteria. The suspended worker was finally reinstated, with part pay for himself and the "sitters" for the idle time. At this writing, Akron employes of Goodyear, another rubber company, are staging a "sit down."

Professor Donald Anthony of the University of Akron, who has studied the new technique in action, finds that for both sides it has assets and weaknesses. The "sit down" occurs without announcement, the plant is suddenly and completely paralyzed, and the men cannot be driven out without violence which would probably alienate public opinion and might injure buildings and equipment.

On the other hand, the recent Akron "sit downs" have been embarrassing to the major objective of the United Rubber Workers of America, which hopes soon to sign agreements with all the rubber companies. By "sitting down" without the authorization of their union officials, the workers have made it possible for employers to refuse to sign, arguing that the union has proved it cannot control its membership. Professor Anthony holds, however, that the effectiveness of the Akron "sit downs" may lead the union itself to take over the weapon as an alternative to strikes.

Townsendism

BY a majority of 240 to 4, the House last month voted to investigate the money raising and spending activities of officials of old age pension drives, particularly of the Townsend plan. The resolution was introduced by Representative Bell of Missouri, who was later named chairman of the investigating committee.

In the debate preceding the vote, Representative Smith of Washington, a Townsend advocate, said he welcomed that investigation, but deplored "singling out this great movement and declining to investigate the grave problems out of which the movement has sprung." Representative Bell described the plan as "fantastic, impossible and fraudulent." He estimated that it would require $24 billion annually, and that the transactions tax by which it is proposed to finance pensions of $200 a month for every

person over sixty years of age, would mean a tax of $800 a year on each family in the United States.

Mr. Bell's argument was reinforced a few days later by a statement signed by seventy-seven members of the Economists' National Committee on Monetary Policy, which is headed by Edwin W. Kemmerer, professor of international finance at Princeton. Branding the plan as "indefensible," these experts hold that it "confuses the supply of money in circulation with real wealth and income. Its sponsors do not seem to understand that a tax on transactions must be paid out of a national income and that the tax proposed in the plan would rest so heavily upon it that it could not carry the load."

In January the Twentieth Century Fund announced the initiation of an impartial study of the Townsend Plan and its probable effects. This is being carried out under a special committee in line with the Fund's disinterested procedure in exploring dynamic social and economic issues.

The House committee probably will begin its hearings early this month. Representative Bell has announced that Dr. F. E. Townsend, who has offered full cooperation with the inquiry, will be one of the first witnesses called.

Figures Are Needed

THE liquidation of the FERA is slowing down and threatens presently to end the collection of relief statistics from the states, thus breaking off the only comprehensive nation-wide record of relief expenditures we have ever had. The federal government went into relief in 1932 practically without benefit of statistics. While the figures gathered by the FERA have not realized the statistician's fondest dreams they have supplied a vast amount of pertinent data relating to the relief situation and have served a useful purpose. That purpose remains to be served; it is still important that we know the extent of human need in this country, and that we have a specific statistical basis on which to plan to meet it. The U.S. Children's Bureau has a sound but limited statistical organization. The Social Security Board is developing a similar organization within its range. But there are many gaps which, if the ground gained by the FERA is not to be lost irrevocably, should be promptly filled by a designated federal agency equipped to reach into the states for the reliable statistics required to make a complete national picture. Such a picture, says Ralph G. Hurlin, statistician of the Russell Sage Foundation, should reveal "the trend of relief expenditures, the portions of the population aided, sources of funds, costs of administration, standards of relief—as shown by comparative data concerning relief budgets as well as by more adequate data concerning average grants than are now available—salaries of workers and the relations between various types of relief." Especially, he adds, it should enable us to see the people and problems behind the averages.

Alumni Take a Hand

INSTEAD of athletics and finances, proverbial concerns of Old Grads in campus affairs, alumni of City College, New York, are taking a hand in highly controversial questions of college administration and policy. A recent meeting of the Associate Alumni considered a 100-page printed report by a special committee which for more than a year has been studying "present conditions in the City College and the nature of the present relations between the administration and the student body and the staff."

According to the majority report, signed by eight of its twelve members, the committee found little basis for the contention that the college is a "hotbed of radicalism." Membership in radical societies, constituting less than one percent of the enrollment, "is not disproportionate when compared with the enrollment in ten other colleges and universities." Instead the report finds cause for campus unrest in the fact that "the majority of the faculty and the president still adhere to the now antiquated theory that they stand *in loco parentis* to the students . . . and must therefore lay down and enforce rules to govern extramural activities." Further, the committee reports that a personality problem has played an important part in the clashes between students and college authorities. [See *Survey Graphic,* March 1935, page 143.] It holds that President Frederick B. Robinson lacks "the human qualities necessary to achieve the widespread confidence of his faculty and his student body and to provide genuinely inspired, resourceful and socially imaginative leadership." "Appropriate action" is urged by the committee, which also suggests changes in student discipline, and questions whether "the continuance of military training is worth the dissension it breeds." A minority report, signed by four committee members, contends that the findings in regard to President Robinson's personality and methods are "utterly insufficient" for a recommendation of "appropriate action." By a two-to-one vote, the meeting of the Associate Alumni endorsed the majority report.

Miners and the AF of L

MEETING in Washington last month, the United Mine Workers, under the militant leadership of John L. Lewis, defied the "ultimatum" of the executive committee of the American Federation of Labor and with only one dissenting vote endorsed the industrial union bloc which threatens to split the AF of L on the question of vertical versus craft unions. [See *The Survey,* December 1935, page 366.] The vote came at the end of a ninety-minute plea by William Green, president of the AF of L, who pointed out that the executive committee had demanded the disbanding of the Committee for Industrial Organization, an alliance of eight unions led by the miners. In a dramatic standing vote, the convention gave its support to the Committee.

The miners further sharpened the industrial-craft issue by amending their constitution to cover jurisdiction over workmen "in and around coal processing plants." This change would affect about 100,000 largely unorganized men in by-product and gas and chemical plants, which the miners now propose to include in their organization. Many of these plant workers are claimed by the craft unions.

Just before the convention voted to affirm another constitutional provision, prohibiting donations to strikes not authorized by the AF of L, a delegate asked from the floor whether this amendment should not be changed because of the possibility that the miners might withdraw from the Federation. Mr. Lewis stated that whether or not the miners left the Federation would "depend on conditions," and that this would have to be left to the executive board to determine, as the situation develops. On this point for the present, he declared, "the status quo remains."

The Social Front

Insecurity

WHEN a conspicuous number of "unemployed employables" who had been certified for WPA jobs in Virginia failed to report for work, the district WPA and Virginia ERA joined forces to dig out the reasons. A group of 5630 cases who had refused job assignments or failed to appear for work, was chosen for study.

Some 90 percent of the total "failures," preponderantly male and white, actually were investigated. Of this total, 82 percent did not refuse the jobs when assigned but neither did they appear for work. It developed that 42 percent had been deterred because some other temporary work was at hand. These cases included many small farmers, tenant farmers, and farm laborers, whose cash earnings were too small for subsistence, but who did have some work responsibilities. Weather conditions kept away only twenty-seven workers; illness 636, or 12 percent; "home situation" 157. Six percent did not receive their notices. There was a smattering whose failure lay in drunkenness, incarceration, or distance of projects from home.

Of the 18 percent who refused their assignments in the first instance, 404 claimed that, lacking transportation, the necessity of walking some seven to twelve miles to projects made the work "impossible." Out of the total number investigated, 2.5 percent were reported as indifferent or antagonistic to working on the jobs offered. Three percent were dissatisfied with the wages.

Carpet Baggery—Desire to restrict jobs to hometown boys and girls with votes is not rare among politicians. New York City's legislators have experienced a sudden access of concern over the presence of what the borough president of the Bronx calls "carpet-baggers and Johnnies-come-lately" on the staff of one particular city department—the Emergency Relief Bureau.

An ordinance passed the Board of Aldermen in mid-February providing for the dismissal, on a retroactive basis, of all ERB employes who had not resided within the confines of the five boroughs for at least a year prior to their employment. Its effect will be to oust upwards of a hundred of the more experienced staff members, many of them suburban residents whose entire professional lives have been spent in New York City. The Welfare Council and similar agencies promptly opposed the ordinance, and the mayor at the moment of writing refuses to sign it. Its sponsors have served public notice that it will be passed over a veto.

Meanwhile, the New York State TERA has taken occasion to send out an official bulletin to all local relief administrators, reminding them that reimbursement from the state for administrative expenditures is still governed by state law, and that under TERA rulings, such reimbursement will not be made if local residence for a specified time is a requirement in establishing qualifications for employment. As the administrative payroll of the New York City ERB in January was $1,594,000 on which it expects a 40 percent reimbursement from the TERA, this may affect the city fathers' urge to set up residence restrictions against social workers in the public service.

Policies and Problems—New Jersey's ERA began, as of January 1, a new payment policy for hospitalization of relief clients or those eligible for relief. Hospitals which fulfill certain qualifications will receive a per diem rate of $1.75 for in-patient care of persons eligible for relief. A maximum of $5 is set for tonsil or adenoid cases, regardless of length of stay. In addition to the per diem for maternity cases, a flat rate of 50 cents daily will be allowed for babies after birth. . . . The Texas Relief Commission has arranged a plan whereby surplus commodities may be given to the needy who are not on relief rolls, such as not-yet-paid WPA workers, unemployed employables, ineligible employables. By following a carefully specified plan, voluntary local groups may become distributing centers, acting under the State Social Service Department. . . . Denver finds its residual load of unemployables up against a plain arithmetical impasse. Only state provided funds are at hand for the city's unemployables and the amount of money available, divided by the number of cases, gives little more than half what the Denver Bureau of Public Welfare has estimated to be the minimum necessary for food and rent, in families where illness all too often calls for more than average diet and care.

In Birmingham, Ala. relief threatened in mid-February to collapse completely. City and county were apparently prepared to put up a share of the minimum half-monthly budget of $32,500, but the state allotment fell so low that the total of funds available would permit relief for the fortnight to 5400 families of only a dollar cash and whatever could be scraped up in the way of groceries. The door to new applications has been shut for some time.

With only $2 million available to meet an irreducible March relief budget of $3,415,000 the New Jersey State Relief Council which had "patiently awaited action by the legislature for five weeks," announced that "unless the necessary funds are provided promptly to the full amount as estimated in the budget the Relief Administration will be compelled to cease its functions. . . . It should not and will not continue to issue commitments for relief expenses without proper authorization from the state to do so."

Churchmen Speak—"A consistent policy in and continuity of relief administration" with adequate appropriations "to provide a breathing spell for the unemployed and give them a measure of security" is urged in a public statement issued by the executive committee of the Federal Council of Churches. From reports of conditions by church and social workers throughout the country the committee is "convinced that the great masses of the unemployed desire first of all regular jobs at decent wages and hours." The WPA does not meet the need and private employment lags. Meantime "the unemployed are entitled to humane treatment, adequate relief and freedom from constantly shifting relief policies."

As Mayors See It—Recent months have enforced a realistic view of local relief situations upon the United States Conference of Mayors which issued recently, through its executive committee, an uncompromising demand "that the facts regarding relief problems be frankly stated and squarely faced." They expressed themselves as ". . . of the unanimous opinion that this Congress should place the work relief program on a planned and adequate basis for the next period of the federal government."

Say the mayors, "Reports made to us indicate . . . at least 500,000 employable cases . . . who have not yet been and will not be absorbed by the present WPA, CCC, PWA or other activities," and ". . . it is an impossibility for the cities, counties and states to carry this 500,000 load of employable relief cases in addition to . . . the unemployable group. . . . There must be added about 22 percent of the cost of WPA program

which is the national average of city contributions."

In conclusion, they are of the opinion that ". . . it is essential for WPA to be given sufficient funds to provide work for at least three million bona fide employable relief cases . . ." and that ". . . to do this approximately $2340 million is required if the federal government's responsibility is to be properly met."

Planning—Mayor Oscar L. Carlson of Montclair, N. J. called upon the legislative committee of the Montclair Council of Social Agencies for proposals regarding financing and administration of public relief in the city and state. The committee formulated proposals patterned upon those drawn up by the Social Planning Committee of the New Jersey Conference of Social Work. [See *The Survey,* February 1935, p. 42.]

Sources—Joanna C. Colcord's discussion of This Business of Work Relief has been reprinted from *Better Times* and is available as a reprint leaflet from the Charity Organization Department, Russell Sage Foundation. (130 East 22 Street, New York.) . . . A new WPA Research Bulletin, Survey of Unemployable Cases Transferred from Federal Care to State and Local Care in Two Colorado Counties, has appeared as Series II, Number 13. (Social Service Division, WPA, Washington, D. C.) The survey was prepared by Gordon Blackwell, Special Inquiries Section.

Security

EXTENSION of the British unemployment insurance law to farm labor, hitherto excluded there as also under the American Social Security Act, now seems likely. Provision for this is contained in a bill which has passed its second reading in the House of Commons. It affords protection to some 700,000 men and boys and about 50,000 girls and women engaged as farm hands. It does not cover temporary migratory labor from the Irish Free State or other regions outside the United Kingdom. Benefits provided are $3.50 weekly for men, $3.10 for women, $1 for boys and eighty-five cents for girls—considerably below the rates for industrial workers. Weekly contributions to the insurance fund range from two to nine cents. Annual government contributions are estimated at $3 million.

State Action—With few legislatures in session, slow progress is being made in enacting legislation necessary to secure the benefits of the Social Security Act. In Ohio, a pooled-fund bill for unemployment insurance passed the House. Hearings were held last month in the Senate, but at this writing no vote has been taken. In Rhode Island, the pooled-fund bill, which was recommended by the special commission authorized by the last General Assembly, passed the House, but has not come to vote in the Senate. In Minnesota an unemployment insurance measure was killed in the state Senate after a favorable vote in the House and vigorous endorsement by Governor Olson. The Vermont House also rejected an unemployment insurance measure.

Old Age Pensions—The Virginia legislature, rejecting the governor's proposal to postpone consideration of old age pensions for two years, voted to appoint a special committee to canvass the situation and to report within a month. In New York, amendments to the old age pension law, lowering the pension age to 65 and extending benefits to non-citizens who have lived in the state twenty-five years or more, are still pending as this is written. In Illinois, state residence requirements have been reduced to five years. Other amendments of the Illinois law, however, weaken it, by eliminating the $5 a week "extra income" permitted pensioners, and by setting up prior responsibility of children to support the aged.

Dallas (Tex.) News

Back to the Mills

Study and Record—A leaflet explaining the New York unemployment insurance law in question and answer form may be secured without charge from Glenn A. Bowers, director of unemployment insurance, Arcade Building, Albany, N. Y. . . . An account of the work of the International Labor Office in regard to social insurance and the results obtained is given in a new report distributed in this country by the World Peace Foundation. (Series M, number 12. Price $1.50 from the Foundation, 40 Mount Vernon Street, Boston.) . . . The Social Security Board offers three large and helpful sheets. Two outline the provisions of the Social Security Act relating to unemployment compensation and to federal old age benefits and employment taxes, and the third tabulates state unemployment compensation laws as of December 15, 1935. . . . Digests of state laws relating to aid to dependent children, blind assistance and old age assistance, revised and brought down to date as of December 1 are now obtainable from the social research division of WPA. [See *The Survey,* December 1935, page 366.] . . . The American Public Welfare Association offers a preliminary edition of a manual, Recording and Reporting with regard to Old Age Assistance under the Social Security Act. (Price 40 cents from the Association, 850 East 58 Street, Chicago.)

Labor

TWO federal courts, the Circuit Court of Appeals in the sixth circuit, and the District Court in Philadelphia recently denied injunctions to employers seeking to prevent enforcement of the Wagner Act by the National Labor Relations Board. It is generally felt that these decisions will check the number of injunction petitions brought by employers who oppose the measure safeguarding the right of their employes to organize. [See *The Survey,* June 1935, page 176.]

Child Labor Committee—A Catholic Committee for Ratification of the Federal Child Labor Amendment has been organized, headed by Frank P. Walsh, chairman of the Power Authority of New York. The Committee includes in its membership priests, lawyers, educators, industrialists, labor representatives and civic leaders, who will seek to organize Catholic sentiment in favor of the amendment in states which have not ratified.

Radio Union—Tightening the battle lines between craft and industrial unionists, the executive council of the AF of L has refused to grant an industrial union charter to the National Radio and Allied Trades. Instead, jurisdiction over this organization of 25,000 members is given to the International Brotherhood of Electrical Workers. Radio and Allied Trades will shortly meet in convention to decide whether to accept the mandate of the council, leave the AF of L at once, or defer action until after the next AF of L convention.

Beer Cans—Many trade unions have joined the campaign of the Glass Bottle Blowers' Association against the use of tin cans as beer containers. The Association points out that the cans, manufactured by the non-union steel industry, would cost the jobs of thousands of union glass workers and workers in the

bottling departments of breweries, if they came into popular use. The anti-beer can campaign has the support of the Union Label Trades Department of the American Federation of Labor.

City Affairs

ONE billion dollars is the imposing figure at which the Municipal Finance Officers Association sets current delinquent municipal taxes in the United States. This organization, (850 East 58 Street, Chicago), in a recent bulletin based on a preliminary report of the Association's committee on tax methods, outlines a variety of remedies employed by various localities, which emphasize the point that although most cities are legally limited in the actions which may be taken against delinquent taxpayers, there are many extra-legal devices that can be used. Several such devices which have been found effective are installment collection, specially created tax delinquent departments, and tax clubs patterned after the so-called Christmas savings clubs. While the experience of many cities would indicate that economic conditions have aggravated the problem of tax delinquency, in the last analysis, according to the findings of the committee, faulty tax collection methods and procedure are responsible for taxes not being collected when originally due.

Tops—Selected as the best literature in the world of municipal reporting are the last annual reports of the cities of Berkeley, Calif., Columbus, O., and Norfolk, Va. Out of fifty-five candidates, these reports tied for first place in the ninth successive contest sponsored by the National Municipal Review; judge, Clarence E. Ridley, executive director, International City Managers Association. Although minimum qualifying standards have been raised several times, more cities qualified in 1935 than ever before.

Good Old Days—In the remote past—to be exact, in 1916—there was great rejoicing over the New York zoning law, the first in the country. But only two decades later, many authorities are pointing out that though such laws have prevented the spread of nuisances, they have somehow made possible more jumbled, more crowded, more skyscrapered cities—often where no skyscrapers were needed—and besides have encouraged preposterous land speculation. According to Robert D. Kohn, former president of the American Institute of Architects, most zoning laws are based on a potential increase in population, which in 99 cases out of 100 will never take place. He recommends that zoning laws should be so revised as to prevent uneconomic and harmful crowding of land, by controlling the density of population (per gross acre for example) on each particular area, and to favor developments of large properties, rather than small, for housing purposes. Zoning laws must be no longer merely restrictive, he says, and finally they must change in their effect on present non-conforming uses.

Shush—A growing number of municipalities are enacting anti-noise ordinances. The latest are Philadelphia, Gary, Ind., Buffalo, Louisville, Detroit, Charleston, W.Va., Boston, Hartford, St. Louis and New York—first American city to inaugurate a silent-night campaign.

Professional

WITHOUT precedent to guide it and therefore free to follow its inclinations, the executive committee of the National Conference of Social Work has named Edith Abbott of the University of Chicago as the nominee for the presidency in 1937 in place of the late J. Prentice Murphy. Miss Abbott was nominated in Montreal for the first vice-presidency. So far Mr. and Mrs. John M. Glenn are the only husband and wife both of whom have been president of the Conference; Homer Folks the only person who has been president twice. The Abbotts (Grace Abbott was president in 1924) now make a sister record.

Progress—The former Bridgeport, Conn. Protective Association has reorganized as the Girls' Service League of Bridgeport, to work with selected cases of girls between twelve and twenty-one years old. Emphasis will be on adjustment to the community, and on prevention rather than treatment of delinquency. . . . A new social hygiene association has been organized at Youngstown, Ohio. Officers are: president, Paul H. Luce; secretary, Mrs. Fred W. James; and treasurer, Eloise Spencer. . . . Penitentiary sentences finally caught up with a particularly objectionable group of "charity racketeers" in New York, subsequent to a drive by William Hodson, City Commissioner of Public Welfare. Using a campaign of publicity, launched with an address to the annual meeting of the New York Church Mission of Help, Commissioner Hodson succeeded in bringing to court eight principals in a gang said to have been carrying on for ten years a flagrantly fraudulent telephone collection racket, soliciting for a "milk and egg fund." Many of the operations purported to be "church charities."

The Interpreters—With social agencies becoming aware, sometimes painfully, of the need for more and better public understanding and interpretation of their work, the Social Work Publicity Council, 130 East 22 Street, New York, rises up to ask in a recent *Bulletin*, "Who will be the interpreters?" Among more than thirty national service agencies there are, it says, less than half a dozen full time publicity workers; some 137 community chests report only thirty-seven full time and seventeen part time. "Training opportunities are non-existent." The editorial concludes, "No headway will be made in presenting the facts upon which understanding is based unless we begin at the beginning and build up a body of workers capable of accomplishing this exacting task."

An impressive job of community interpretation, accomplished in New York as a work relief project under the direction of the New York Welfare Council's Department of Public Education with the City Department of Public Welfare as sponsor, has been reported by Louis Resnick, its erstwhile director. The project was originated as a "white collar branch" of CWA, employing artists and writers from CWA rolls. Included successively with the Works Division of ERB, and with WPA, the program of interpretation forged along to a record, as of November 1935, of more than 300 news stories and many feature articles and editorials supplied to the press and 125 published photographs. Almost 800 radio programs were arranged describing individual agencies and giving news summaries and debates in welfare fields.

No Sales Tax—The New York City YMCA recently won its suit to restrain the city from levying against the "Y" the city sales tax. The judge's ruling held that the YMCA is a "charitable and religious institution, supported in part by public subscriptions and endowment and is not organized or operated for profit. By express provision of the law it is therefore free from the tax imposed under said law."

Pamphlets—A functionally classified directory of motion pictures which have educational possibilities for social work has been issued by Community Councils, Inc. (Guide for Motion Pictures. Price 50 cents from Community Chests and Councils, Inc., 155 East 44 Street, New York. Less in quantity.) . . . Current Practices in Intake and Service in Family Welfare Organizations has been published as Volume 6, Number 2 of

the Smith College Studies in Social Work. The experience of eight agencies in 1934 is detailed in the report. (Price 75 cents from the Smith College School for Social Work, Northampton, Mass.) . . . The National Council of Jewish Federations and Welfare Funds has published its first directory, listing 123 federations and funds throughout the United States and Canada. (From the National Council, 71 West 47 Street, New York.) . . . A new research bulletin from WPA, Migrant Families, prepared by John N. Webb, reports a study of 5500 interstate transient families, taking account of composition, size and employability. (Social Research Division, Works Progress Administration, Washington, D. C.)

The Detroit Children's Aid Society, 71 Warren Avenue, West, Leon W. Frost, general secretary, offers to anyone professionally interested (five cents postage, please) copies of the outline of its third annual institute, including lectures, discussions and field work, for advanced college students preparing for professional social work.

Mens Sana

DRASTIC improvement in state laws is in many cases the prerequisite for improved care of the mentally ill, declares Dr. C. M. Hincks, general director of the National Committee for Mental Hygiene, commenting on a study of state legislation in this field in which six WPA workers have been engaged for the past year. Lack of standards and funds and an anachronistic viewpoint, which still considers mental patients as prisoners, hampers adequate care and often cure, since "fully half of all mental cases are of a curable or improvable type." Mental hospitals are working under a heavy strain of overcrowding and only 40 percent measure up to minimum standards.

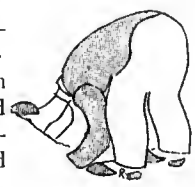
Boarding Out—Authorized to do so by the last legislature, Pennsylvania is to try boarding out selected mental patients as a means of easing overcrowding, providing care at low cost, and helping suitable patients to make the adjustment from institution back to community. No patients will be boarded in their own homes or in those of near relatives. All arrangements are subject to approval by the Department of Welfare. Patients boarded out will be considered as on parole to the mental hospital from which they have been transferred, will be supervised by the hospital and are subject to return if need be. If able, patients may earn part or all of the cost of maintenance; if not, costs will be met as now specified by law for indigent patients. Plans for placing certain types of mental patients in supervised boarding homes have been tried successfully in several European countries, and in Massachusetts and New York.

Prevention—Under the sponsorship of well-known psychiatrists and others, the Committee for the Study of Suicides, Inc. has been chartered in New York State. . . . How Is *Your* Mental Health? asks the Illinois Society for Mental Hygiene in a new leaflet, listing signs that show the inquirer that he is in good or in poor mental health and warning him that most people have symptoms of both and no one achieves perfection.

Springfield's Survey—Invited by the Council of Social Agencies and the Community Chest, the Massachusetts Society for Mental Hygiene has under way a comprehensive survey of mental health resources and needs in Springfield Mass., with a view to planning a more adequate long-range program, both for education in this field and for consultation and treatment services through its health and social agencies and schools. The survey is under the direction of Dr. Henry B. Elkind, medical director of the Massachusetts Society, who is slated, as soon as this survey is completed, to go on loan to Illinois for a survey of the work of the Illinois Society for Mental Hygiene.

Public Health

"PRESENT signs are that the public may soon cease to be an ostrich about social disease" says the Middletown, N. Y. Department of Health with picture and text in its staff-made mimeographed annual report,



which brings pleasure as well as enlightenment to anyone lucky enough to see it. It is more than time, for as the United States Public Health Service recently pointed out (Venereal Disease Information, January 1936), estimated cases of syphilis in the United States were 518,000 and of gonorrhea, 1,037,000, wholly overshadowing in numbers reported cases of scarlet fever, tuberculosis, diphtheria, typhoid, poliomyelitis and smallpox combined.

Scotching Syphilis — New York State and New York City both have under way energetic programs to combat syphilis, emphasizing reporting, diagnosis and care, education of the public and postgraduate education of physicians. Starting with 1936, every physician is required to report every case which comes to his attention and is urged to give the patient's initials instead of merely a case number. Investigation will be made of the source of infection of early cases and contacts followed up. Drugs are supplied to physicians. Only patients unable to pay will be treated in the state's syphilis clinics, but pay patients may use the consultation services of clinics if desired. . . . In New York City a WPA project has been approved to supplement work of the city health department and other agencies by expenditure of half a million dollars on clinical work in municipal and voluntary hospitals. . . . From the Massachusetts Department of Health comes an encouraging report (Journal of the American Medical Association, January 11, 1936, page 105), showing reason to believe that there are fewer new syphilitic infections than in earlier years and fewer infections in pregnant women. . . . The possibility of conquering syphilis is shown from Sweden's experience, reported by Dr. Einar Reitz at the last meeting of the American Public Health Association. New cases per year have declined from 6000 in 1919 to about 431. Treatment of persons in the infectious stages is compulsory and free. . . . The Los Angeles County (Calif.) Department of Health reports a 50 percent increase in applicants for venereal disease care, many of them transients, and urges federal examination at transient camps, followed by quarantine of transients found to be infected and treatment provided by subsidy to local health departments.

Blue Ribbons in 1935—Kansas City claims the greatest percentage decrease in deathrate among the twenty-five largest cities. . . . New York City broke five of its own records and registered new lows for the general deathrate, infant mortality rate and deathrates from diphtheria, typhoid and pulmonary tuberculosis. . . . The North Carolina State Board of Health concluded a full half century of its *Health Bulletin,* founded by the late Dr. Thomas Fanning Wood and conducted for nearly thirteen years by Dr. George M. Cooper, assistant state health officer. . . . In this second year of repeal the Metropolitan Life Insurance Company found among its 17 million industrial policy holders the lowest deathrate from alcoholism recorded since 1921.

Job Analyses—What a rural health officer is and does is told in terms of Virginia's Brunswick-Greenville area by Dr. J. O. Dean of the United States Public Health Service in that organization's *Public Health Reports.* (Vol. 50, No. 50, December 13, 1935.) The present report is fourth in a series of analy-

ses of rural health work in this area which have considered in turn the rural sanitation officer, public health nursing, and effectiveness and economy of county health department practice. A fifth, on The Rural Midwife, appears in *Public Health Reports,* December 1935. (Price 5 cents a copy from Superintendent of Documents, Washington, D.C.)

Research in Health—The well, not the sick, are the focus of research at the New York Infirmary for Women and Children by a group of doctors, nurses and social workers assigned under WPA and sponsored by the city health department. The aim is to bring sociology, psychology and pediatrics together to study the child as a whole, and to work out dynamics of development through case histories starting with expectant mothers and continuing with the child through adolescence. The study starts with a nucleus of records of forty-seven children (the oldest born in 1928) who have been under observation by Dr. Margaret E. Fries, consulting pediatrician, in the hospital's Well Baby and Children Clinic. It is hoped that the unified methodology already tried and now expanded to a larger group will make possible "future predictions of the child's physical and psychic traits with sufficient accuracy to serve as a practical basis for therapy."

The prize of a free health survey won by Louisville, Ky. in the 1934 Inter-Chamber Health Conservation Contest for Cities has materialized in a study by Dr. Carl E. Buck, field director of the American Public Health Association. The city's most important health need, Dr. Buck found, is that public health and specifically the city health department be taken out of politics and kept out.

For an effective brief summary of recent studies and research in alcohol see The Effects of Alcohol on the Individual and the Community, issued by the New York State Liquor Authority.

Against Crime

THE fight against juvenile crime is fast gaining pace and public interest. New committees and surveys are announced frequently—some local, some state, some for the nation.

In New York—Plans are under way in New York City and vicinity to focus attention on preventive efforts against juvenile crime, and upon the gaps in such measures, by means of an exposition to be held next June. Albert Hines, director of the Madison Square Boys' Club of New York, will be executive secretary of the exposition. Interested groups, city-wide, will participate. . . . After surveying the 11,339 cases which the children's branch of the New York City Domestic Relations Court had handled, a recent committee authorized by the court urged organization of a unifying agency for all forces in the city fighting juvenile delinquency. The committee, representing the Committee on Public Health Relations of the N. Y. Academy of Medicine, Bernard Sachs, M.D., chairman, made ten major recommendations chiefly in regard to the medical, psychological and social aspects of the courts functions and procedures.

Walkathons—The nuisance of "walkathons," successor to dance marathons, has been combatted in Michigan by passage of a state law against such exhibitions. Sworn testimony of fraud and social abuse persuaded both houses of the Michigan legislature to pass prohibitory laws. The American Social Hygiene Association (50 West 50 Street, New York) asks to be notified of any efforts to combat "walkathons."

Low Grade Jails—The Federal Bureau of Prisons reports that of 2894 city and county jails in the United States inspected in the last five fiscal years, 44 percent were barred, as below requirements, from housing federal prisoners. The Bureau pays for safekeeping of federal prisoners in local jails at rates ranging from fifty cents to $1.25 daily; only three prisons in the country receive top pay. The poor condition of many local jails is considered chiefly due to the "fee system" under which a sheriff or jailkeeper receives a fixed rate for each prisoner regardless of actual outlay.

Reading Therapy—A selected reading list to be used as a preventive against psychiatric maladjustment and juvenile delinquency was issued recently by the New York Public Library, as compiled by its director and staff. The recommended books include: fiction—English classics such as Pride and Prejudice, Lorna Doone, Jane Eyre, Silas Marner; books by Dickens, Kipling, Stevenson, Jules Verne; non-fiction—autobiographies of famous men and women and stories of exploration and adventure; some forty-six in all. This list was submitted to Justice Jacob Panken, of New York, in whose court a thirteen-year old boy, brought in for the accidental killing of a playmate, recently was sentenced to read and review four books to test his moral caliber and "social outlook." The case was discharged, and the judge expressed his belief that books not only can reveal but also can mold the characters of juvenile delinquents.

Seasonal—Human beings seem more prone to commit murder and other crimes of violence when weather is hot, according to J. Edgar Hoover, head of the Division of Investigation, U.S. Department of Justice. When it is cool, he says, such crimes as robbery and burglary are prevalent.

Ministry—By arrangement between the Federal Council of Churches and the U.S. Bureau of Prisons, Protestant chaplains in federal prisons are henceforth to be selected by the Council. This move is explained by the desire of Commissioner Sanford Bates to have religious work appear to prisoners not as a part of prison discipline but as the personal ministry of the church.

Review—Evaluation of Juvenile Courts and Clinics, a reprint from the *American Journal of Orthopsychiatry* for July 1935, by Henry B. Elkind, director of the Massachusetts Society for Mental Hygiene, Boston, and Maurice Taylor, at the time of the study, director of the Jewish Family Welfare Association of Boston, presents "an introduction to the theory of evaluation." Applied to a special form of social work, it is of general significance in its plan. (From the authors: Dr. Elkind as above; Mr. Taylor now associate director, Federation of Jewish Philanthropies, Pittsburgh, Pa.)

Dollars and Doctors

IN spite of public and private efforts to give needed care to relief clients, more than a quarter of the disease conditions needing care in a group of Cook County, Ill. public relief clients went wholly without care, while a further 5 percent received care only after considerable delay, according to a study by Mary Diran. (Social Service Review, December 1935, page 664.) Lack or delay was the more serious because in some cases important and progressive ailments were involved and because 41 percent of the uncared for conditions were found in youngsters under twenty.

Hospital Bills—Washington, D.C. believes that the recently established Central Admitting Bureau for Hospitals is saving money for the community and the Community Chest without penalizing patients. During the first seven months of 1935, occupancy of public hospitals decreased 6 percent and that of private rose nearly 7 percent, while community fund allocations to the hospitals declined 10 percent. The Bureau administers $200,000 allocated to nine hospitals for in-patients and $100,000 for out-patients, for persons found able to pay only part of the costs or to pay by installments, reimbursing the Bureau later. Patients unable to pay anything are referred to the Permit Bureau of the Board of Public Welfare. About

14 percent of the applicants to the Bureau for free care were able to assume all or a good part of their hospital bills under the plan.

Care for Employes — The New York County Medical Society, outspoken foe of compulsory health insurance, has approved a plan for voluntary health insurance of low income employes of two utility companies. Members of the society will volunteer to give service under the plan; none may obtain more than $1200 a year from his participation in it. Patients will choose their physician from the list of volunteers. No employe is eligible who earns more than $900 if without dependents, or $1260 if married, with a further allowance of $200 for each dependent. Employers will contribute 75 percent and employes 25 percent to a $1,100,000 fund from which physicians and hospitals will be reimbursed for care given. A number of medical societies in the West have developed voluntary health insurance plans extensively, but this is a pioneer experiment among Eastern medical groups.

Funds for Birth Control—From Michigan comes recent word of vote of the Wexford County board of supervisors to support a birth control clinic in Cadillac. Physicians of the county will serve in the clinic in rotation. Intended primarily for relief clients, the clinic also will care for others on payment of a nominal fee.

Grocer Bills—When family income fell below $2 per person per week, energy value of the family diet was nearly 20 percent below an adequate standard, according to a study of low income and relief families in five Northern industrial cities in 1933, made by Dr. Dorothy G. Wiehl. (Public Health Reports, January 24, 1936, page 77.) In New York City family diets were equally substandard when weekly family income was less than $4 per capita. Diets of low income families were deficient in quality as well as quantity, lacking especially adequate amounts of milk, vegetables and fruit. The study is one of a series on depression and health, in which close correlation between low income and high sickness rates already has been reported. (Public Health Reports, Vol. 50, No. 18.)

Boston's Doctoring—About one out of three of Boston's sick has free care; one out of two has paid care; and one out of six has no care. These findings of a study made for the Massachusetts Department of Public Welfare by members of the Harvard University faculty add that free private-physician cases form only a small proportion of the total private-physician cases. The study parallelled the findings of the United States Public Health surveys of 1933 in finding illness more common and more serious among the unemployed than among the part time or full time employed. In Boston the unemployed receive proportionately more medical care, free or paid, than any other group of the city's population.

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MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

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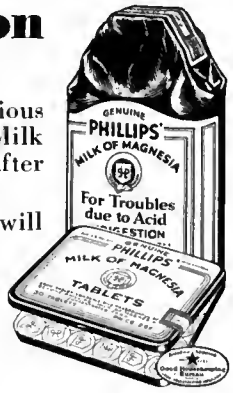
Relief will come in a few minutes. Your stomach will be alkalized—soothed. Nausea, upset distress disappear. Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.

Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.



PHILLIPS' *MILK OF MAGNESIA*

Child Welfare

IN her first annual report as chief of the U.S. Children's Bureau, Katherine F. Lenroot pointed to five major child welfare problems where federal leadership is indicated, and drew attention to the opportunities now ahead through federal-state cooperation for the health and welfare of mothers and children. The five major problems Miss Lenroot sees are:

Adequate provision for families affected by unemployment, including those whose needs cannot be met by a work program.

Studies in infant and maternal mortality comparable to those conducted by the Children's Bureau, 1912—20.

Conservation of gains made in the elimination of child labor under the NRA and extension of safeguards to children in industrialized agriculture and in the street trades. Assistance to youth in the transition period from school to work.

Studies and demonstrations of more effective methods of community planning for prevention and treatment of delinquency.

The Whole Child—The Massachusetts Child Council, organized to draw together all the forces in the state working for the well-being of children into "a concerted offensive against everything that thwarts and degrades the life of the child," recently presented a four-year progress report. The Council membership is made up, largely, of state department heads, directors of social services, and child welfare experts. At present a central committee of 130 members and seven special groups is studying juvenile delinquency and crime prevention in Massachusetts.

The basic philosophy of the Council, the need for recognition of the com-

plete personality in children's problems, is expressed in its going projects. These include, in addition to the study mentioned: work in community organization to give skilled guidance to local initiative; lecture courses in teachers' colleges throughout the state; parent education and the organization of Parents Councils.

In its report, the Council points out that the average cost of keeping a child in "the right sort of foster home" is nearly the same as that of keeping a man in prison; and at the same time that 60 percent of the delinquent boys studied by the Harvard Crime Survey had shown serious behavior difficulties before the age of ten; 90 percent came from homes unfit for children. Herbert C. Parsons, formerly commissioner of probation for Massachusetts, has directed the Council for its entire four years.

Cruelty to Children—Nearly 70,000 children have been sheltered by the Brooklyn Society for Prevention of Cruelty to Children, during the past fourteen years, while Adrian Van Sinderen has been president. Upon Mr. Van Sinderen's recent retirement he pointed to this fact, with its indication of deplorable parenthood and living conditions for many thousands of children, as a "stigma against civilization. There is a challenge in the ugly words 'cruelty to children' which no right-minded man or woman can deny."

The New York Society for Prevention of Cruelty to Animals, in its recent annual report, cited cases where its agents, called to investigate cruelty to animals, actually found and reported cruelty to children. A concrete example occurred recently in St. Louis, where an unemployed young couple, seeking work, locked their baby and a St. Bernard puppy together in a closet, "for safe keeping." A fine was assessed for ruelty to the puppy, but, according to news reports, there was no statute penalizing cruelty to the child.

Changing with Change—A recent issue of the *Catholic Charities Review* tells the story of how a day nursery, caught in the shifting population of New York City, refused to outlive its usefulness. When the nursery of the Divine Providence Foundation found its neighborhood no longer full of working mothers and their children, but hustling with busy commercial enterprises, the Sisters in charge made up their minds that what was really needed was service for older children. A school lunch program for underprivileged children and an after-school supervised play group proved useful and popular substitutes for the day nursery. After the school children were provided for, lunch and rest rooms were used further for business girls of the neighborhood. While new activities were building up, attendance at the original day nursery also staged a partial come-back.

Aid for Orphans—The Orphan Section of the Duke Endowment, in its recent tenth annual report, reviewed its activities in child-caring institutions in North and South Carolina. During that period, the Endowment has worked entirely through established institutions. It has established no organizations of its own and has not undertaken to deal directly with the resident orphan and half-orphan children included in its scope of activity. Three institutions assisted by the Endowment have closed and nine new ones have opened during the ten-year period. (The Duke Endowment, Power Building, Charlotte, N. C.) . . . The well-known Cradle Orphanage in Evanston, Ill., reports applications on hand for 3000 babies, with but thirty available for adoption. The Cradle has placed 2600 babies in eighteen years.

Mavericks—Texas ranchers call a roaming, unbranded calf a "maverick." Accordingly, public-spirited citizens of Amarillo, Tex. chose that name as appropriate to the club which they established to "corral" the large number of "unclaimed boys" running loose in the town and getting into trouble. The citizens rented a building where boys could play checkers, wrestle, read and generally have a good decent place to spend their spare time. As a result, it is reported that juvenile delinquency in Amarillo is approaching the vanishing point. Only four boys have been sent to the "reform school" since the club has been in operation.

Among the States

ABOUT the time this issue of *The Survey* reaches its readers, the Eastern Transient Conference, called by the New Jersey, New York and Pennsylvania Commissions on Interstate Cooperation will have completed its deliberations at Trenton, N. J. This is the first meeting, under official auspices, to consider possible interstate action on the acute problems of transiency and the equalization of settlement laws. States north of Virginia and east of Ohio agreed to participate.

Almshouses Go—Fewer than twenty individual county almshouses will remain in Virginia with the impending completion of a long time plan, initiated twenty-five years ago, for progressive elimination of "outmoded, unsocial, uneconomical and unnecessary" county almshouses. The Virginia plan prescribes complete discontinuance of county almshouses in smaller counties, in favor of approved welfare services and outside hospitalization, and consolidation into district homes for counties with large actual and potential almshouse populations. Forty-five of Virginia's one hundred counties had closed their almshouses by 1925. Four large district homes now have demonstrated their practicality and economy. A 1935 study showed that they represent a capital outlay considerably less than the total value of the almshouses supplanted, and that they have been operated at a per capita cost lower than that of the remaining individual county almshouses or than the almshouses from which they were consolidated. The State Department of Public Welfare now hopes to put through consolidation plans for the remaining counties.

. . . A Study of Kansas Poor Farms, published by the Kansas ERC offers evidence of deplorable conditions. It is third in a series on social problems in that state. John G. Stutz, executive director of KERC, in his foreword points to this report as new evidence that "a public function without citizen attention degenerates," and that county poor farms in Kansas need citizen and public official attention. (Bulletin Number 307, from Kansas ERC, Topeka.)

Initiative—In answer to the carping criticism that WPA workers have no initiative, *The Memo,* publication of the Minnesota ERA, cites the case of a man in a northern county who invested a slice of his first pay check in a first payment on a second hand hearse. He is now doing a lively business hauling his fellow-workers back and forth to the job. In case you want to know, the fare is twenty cents round trip.

Evaluation—The Pennsylvania SERA has worked out a plan for state-wide evaluation of its social service staff, with the aim of discovering the most equitable basis for promotions, salary changes, transfers, avoidance of possible discrimination, and the like. Beginning with detailed job analyses for all groups of employes, an elaborate plan of tests has been developed. The plan has been distributed widely to state relief administrators. (For information address C. R. Adams, director of personnel, State ERA, Harrisburg, Pa.)

I. Q.—Food for debate among workers with transients is contained in a study, as yet unpublished, on The Mental Ability of Literate Transients, made last year by J. Y. Bryan while a fellow at Duke University. Mr. Bryan, now

with the Social Research Division of the WPA, applied the Henmon-Nelson test on three groups, 500 men in all, 100 of them Negroes. The average I. Q. of the whites was 73, of the Negroes, 58, with a noticeably large grouping in the lower levels. He cautions against comparing these averages to the average of the general population but is inclined to think his findings indicate that "a large proportion of the transients possess comparatively low mental ability."

Research—Present trends in state and local public welfare organization are summarized by Edith Putnam Mangold and Edith Rockwood in a new National League of Women Voters publication, Organization for Public Welfare. The pamphlet contains recommendations and illustrations designed to help states and localities to meet their need for reorganization to handle increasing welfare responsibilities. (Price 25 cents from the League, 726 Jackson Place, Washington, D. C.)

School Projects

EDUCATORS themselves are organizing to protect their freedom to teach and their rights as citizens, both of which they see increasingly threatened by teachers' oath laws, "Red baiting" and similar tactics. [See *Survey Graphic* for March, page 143.] A Commission on Educational Freedom has been organized within the Progressive Education Association, to serve as a defense organization in cases where violation of academic freedom is charged, and to make studies of educational freedom in the schools. For 1936, Prof. Goodwin Watson of Teachers College, Columbia University, is serving as chairman of the executive committee of the Commission.

Soap Box—A large lecture room has been set aside by the head of City College, New York, for an open forum, from two to four o'clock daily "in order that free discussion may be indulged in by all who desire it." No student is compelled to attend, and no student in good standing may be excluded from the room. According to the announcement from the office of the president of the college, any topic may be presented and "speakers may continue to say what they like so long as they conform with the accepted standards of decency."

Campus Co-ops—An apparently satisfactory answer to the "high cost of living" problem has been worked out by the Students' Cooperative Association at the University of Washington. Starting with an "idea" in May 1933, the Association now operates ten rented cooperative houses for about 325 students. Meals for all the houses are prepared in a central kitchen and distributed by truck to the houses in insulated steamers and ovens, at a saving of about 50 percent in food costs. The staff includes a full time cook, a full time baker, a purchasing agent and the manager, the last a former student who originated the idea. Each house has four departments: kitchen help, maintenance, janitor, laundry. Every student is assigned to one of these groups and given a definite job. Each applicant in the Co-op signs a contract with the manager accepting his right to direct the financial and social policies of the organization, and to control the selection of members. "Centralized authority is considered absolutely essential." The Association was incorporated last spring under the Washington cooperative law, the by-laws patterned as nearly as possible after the recommendations of the Cooperative League.

Learning by Heart—What rote learning means (and doesn't mean) was shown in a Philadelphia test, recently reported by Ray H. Abrams, University of Pennsylvania, in *School and Society*. In a superior ranking suburban high-school, 443 sophomore, junior and senior students were asked without warning to write out the Lord's Prayer, which they had been reciting in school, day in and day out, for ten or twelve years. Less than half (48 percent) wrote the prayer correctly. Upwards of one hundred mistakes were made in the phrase, "hallowed be Thy name," including: how will, howill, halo, how wilt, howleled, how'll, how be, hallelu, how holy be, howalled, hallo, how you will be. "Thy will be done" registered in several ways: I will be done, thou will be done, God will be done, thy will be thy name. "Forgive us our debts," made plenty of trouble: lead us not into temptation and deliver me from my salvation; forgive us our trespasses so that they may not trespass against us; give us no trespasses and forgive those who trespass against us; forgive our debtors; forgive us this day our daily bread; forgive our sins as we forgive our trespasses. "The classic in good will," Mr. Abrams comments, "was probably the phraseology given by one junior girl, 'Forgive us our debts as we forget our debtors.'"

Radio Workshop—A radio workshop, established in or near Washington and staffed by workers from CCC camps and the WPA, is being set up to prepare and present educational broadcasts. The workshop is part of an emergency education radio project under the direction of William Dow Boutwell of the U. S. Office of Education. "The project is expected to provide one of the first adequately staffed attempts to demonstrate the far-reaching potentialities which radio holds for the schools."

Study and Record—The Thirty-seventh report of the superintendent of schools, New York City, appears in a new format, following the style of a high grade magazine in print and illustrations. It is entitled All the Children, from Article IX of the state constitution: "The legislature shall provide . . . a system of free common schools, wherein all the children of this State may be educated." The new form of report was designed by Dr. Harold G. Campbell, superintendent of schools, in order to give readable information about the school system to lay as well as professional readers. . . . In a Handbook of the Junior Consultation Service (122 East 25 Street, New York), the staff members of this joint project of the Vocational Service for Juniors and the New York State Employment Service describe how they carry on their work of counseling and guidance, and "bring together some of the information which they use most often in dealing with young people." . . . Methods of vocational guidance in many countries are summarized in a new International Labour Office study, Problems of Vocational Guidance. (Price $1.25 from the World Peace Foundation, 8 West 40 Street, New York.)

Radio

THE American Civil Liberties Union is pushing actively for the passage of three bills introduced into Congress at its last session to deal with the problem of radio censorship and establish "freedom of the air." Provisions of the bills follow generally the plan used successfully by Wisconsin in its state-owned radio station. They would require: that each station set aside regular periods for uncensored discussion of social, political and economic problems and for educational programs; that both sides of every issue be given; that stations, but not speakers, be freed from legal liability for remarks on such programs; that stations be compelled to keep accurate public records of their decisions on all applications for time for public discussion, and that provision be made for the appointment of an advisory committee of disinterested representative citizens to assist the Communications Commission in the allocation and use of time for such public purposes.

In Education—Those who appreciate the growing effect of the radio in form-

ing public opinion and in supplementing other forms of education—adult and otherwise—will find much of timely interest in a recent University of Chicago Press publication, Education on the Air: Radio and Education (Price $3 postpaid of *The Survey*). The volume, edited by Levering Tyson and Josephine MacLatchy, is officially the proceedings of the Sixth Annual Institute for Education by Radio and of the fifth annual assembly of the National Advisory Council on Radio in Education. Its contents afford a free discussion and analysis of radio policies and techniques, a record of vivid pioneering in radio education and a mirror of rapidly moving events in the field. The experts who contribute seem to agree that with all radio's faults and virtues, its possibilities for good and for ill, the general character of broadcasts is constantly improving, and that the "radio is going to make one of the greatest contributions to the greatest number in the evolution of the world." . . . During 1935, according to the *New York Times,* about five hundred government officials talked over the radio, every federal department having a radio contact man.

Housing

IF you want to know what some 135 housing experts and other interested citizens think about the direction which the government low cost housing program should take, read the leading articles in the February issues of the *Architectural Forum* and *American City*. Here are summarized the answers to a questionnaire sent out by those two periodicals to some five hundred persons —technicians, city and town planners, educators, members of state housing bodies and of civic organizations, representatives of realty and construction interests. Assuming that it is in the public interest for the Congress to provide funds for government low cost housing, slum reclamation, or both, the questionnaire canvassed various methods by which such aid could be applied. Although there was remarkable unanimity of opinion on general points, only about a fourth of the answerers believed that financing should be done wholly by the federal government; one half of the remainder believed that state and local governments should share the burden, the other half that private as well as public capital be used. Nearly three times as many voted for the Ellenbogen plan of an independent federal housing authority as for the Wagner scheme of a housing division in an existing federal department. [See *The Survey,* December 1935, page 368.] Private interests consistently advocated private construction and operation, while all groups were against actual construction or operation by state or local governments, recommending that it be done either by local housing authorities or by private concerns under supervision.

One Answer—Cooperating with the Purdue Housing Research Project [see *The Survey,* February 1936, page 51], Better Homes in America, offers a new home information service. At a cost of $2 a year, subscribers will receive a regular monthly bulletin, special booklets as well as replies to all inquiries relative to their home building problems. (Address Better Homes, Purdue University, Lafayette, Ind.)

Up or Down—Some twenty-five bills which would affect housing standards in New York City had been introduced into the state legislature by mid-February. Eight have been approved, eleven opposed, no action taken on six by the legislative committee, Housing Section of the Welfare Council of New York. The approved bills are concerned with the prohibition of the use of windowless rooms for living purposes, with rent deposits where violation of laws relating to fire hazards exist, with fines imposed on owners for infraction of the Multiple Dwellings Law, with the right of the New York City Housing Authority to condemn unsanitary buildings, and with mechanical ventilation of interior water closets in certain types of fire proof multiple-dwellings. The passage of the bills opposed would lower existing fire protection standards, would grant a moratorium of the law requiring installation of individual toilets in apartments of old law tenements, would permit the use of every tenement as a rooming house or hotel, and finally would require the State Housing Board to undertake slum clearance and construction of low cost housing in certain districts in Manhattan. Although some bills may have been acted upon when this is read, there is still time to help defeat or pass others. For further information communicate with Housing Section of the New York Welfare Council (122 East 22 Street).

Another Snag—Rentals in at least ten of the PWA's low cost housing projects must return full costs of the project with interest equal to the rate the United States has to pay on its bonded indebtedness—according to a recent advisory ruling of Comptroller General McCarl. The comptroller holds that in the absence of further legislation no PWA grant can be applied to slum clearance and low cost housing projects which are being financed from NIRA funds (under the 1933 Act), as may be done in the case of projects under the ERA of 1935. The comptroller general maintains there is nothing in the present law which contemplates the allowance of a 45 percent capital grant on these as on other PWA projects; result—as the matter now stands these ten projects (located in Atlanta, Montgomery, Cleveland, Indianapolis, Chicago, Detroit, Evansville, and Schenectady) cannot meet the rent needs of the income group for which they were designed. Secretary Ickes has promised that remedial legislation will be introduced shortly in the present Congress, but no matter how this problem may be met, future legislation for housing, as the National Association of Housing Officials point out, "must be more specific both in defining terms and in authorizing any forms of governmental subsidy or other assistance that is used."

People and Things

WITH this issue *The Survey's* Miss Bailey articles (see page 77) pass their third birthday, a notable one for any magazine series. The series was planned early in 1933 in response to repeated requests from relief supervisors over the country that *The Survey* publish "something in terms of daily experience that will help the new workers see behind the situations they have to meet." The first article, When Your Client Has a Car, was published in March 1933. At that time not more than five or six articles were contemplated. But at the end of six months Miss Bailey's mail had reached such proportions, she was receiving so many anxious requests from workers close in on the job to take up this topic or that, that it was evident that the series was serving a useful purpose and should be continued. From that beginning "Miss Bailey" has become an apocryphal personality in social work. She has been cartooned in print and lampooned in song. The three little blue pamphlets, Miss Bailey Says in which twenty-four of the articles are reprinted, have reached a circulation that puts them among the best sellers of social work publications. They have been required reading for most of the emergency training courses, and for many Junior League courses and are on the recommended reading list of many schools of social work.

The Miss Bailey articles are written at a New York desk but they are not written in a vacuum. The daily mail brings from the field a wide range of case situations from which selections turning on a particular topic are made. These selected situations are then sent out to long-suffering and infinitely generous friends of *The Survey* in different parts of the country with the query "What would you, or could you, do about *that?*" Meantime Miss Bailey "in

person" puts on her hat and visits around among other friends within striking distance of her desk, asking the same question. Thus each case discussion as it is finally written, represents a synthesis of practical experience and seasoned judgment. It is to these friends, east, west, north and south, to their unfailing cooperation and unflagging interest, that the Miss Bailey series owes the validity that has made it useful.

From time to time, during the past three years Miss Bailey has thought that, like the wise opera singer, she should retire while still in good voice. But the anxious queries continue to come to her desk, though changed in focus as the relief situation has changed. Her correspondents no longer ask, "Should relief families be forced to give up their dogs?" "Should a relief worker smoke on the job?" "Should the mother of three, living in sin with the lodger, be kept on relief?" Instead they say, "Please write about transients with no place to go—about this awful tag 'unemployable'—about families that are starving on WPA wages." And so Miss Bailey has continued to sing though in a somewhat wider vocal range than in her early career. The nature of her future efforts, indeed their continuance, rests with her friends and critics. She invites their comments and suggestions.

$15,000 Award—The fiftieth anniversary Bross Competition will culminate in a $15,000 award on or after January 1940 for the best unpublished book or manuscript "on the connection, relation and mutual bearing of the Humanities and Social Sciences, the Physical Sciences and the Biological Sciences or any branch of knowledge with and upon the Christian religion." Information from Herbert McComb Moore, president, Lake Forest College, Ill.

Comings and Goings—The State College of Washington, which is expanding its work in rural sociology with special attention to training rural social workers, recently appointed as associate professor Paul H. Landis, formerly of South Dakota State College and author of If I Were a County Relief Director, in *The Survey,* July 1935.

William H. Bristow, who has been director of the Pennsylvania State Department of Education, bureau of school curriculum, is the new general secretary of the National Congress of Parents and Teachers. . . . Willard W. Beatty, president of the Progressive Education Association, has accepted appointment as director of Indian Education in the Department of the Interior.

The National Occupational Conference, (551 Fifth Avenue, New York), a Carnegie Corporation activity, has selected Edwin A. Lee, for two years superintendent of schools of San Francisco, as its director.

Leonard W. Mayo, who only last June left the New York School of Social Work to direct training and personnel for the New York City ERB, now succeeds Jane M. Hoey as assistant executive director of the New York City Welfare Council.

Appointed New York State Commissioner of Correction, Edward P. Mulrooney, retiring chairman of the State Liquor Authority and former New York City Police Commissioner, succeeds the late Walter N. Thayer, Jr., distinguished penologist and social worker. . . . The new Massachusetts State Commissioner of Public Welfare is Walter V. McCarthy, formerly executive of the Boston Department of Public Welfare. He succeeds Richard K. Conant.

"Miss Bailey Saying," as seen by Esther Kriger in Social Work Today, July-August, 1934.

Walter Gordon Merritt, secretary of the Greenwich House, New York, board of managers since 1909, resigned that post recently but will continue as counsel. He is succeeded by Manton B. Metcalf, Jr. Marshall Field, who has been treasurer of the settlement since 1925, has resigned but continues on the board. His successor is Gordon S. Rentschler. . . . Mrs. C. A. Hawkins has retired from the presidency of the Babies Aid Board of San Francisco, after thirty years' service. . . . The new head resident of the University of Chicago Settlement is Marguerite K. Sylla. . . . Edward L. Ryerson has resigned after eight years of distinguished service as president of the Chicago Council of Social Agencies. He is succeeded by Ernest S. Ballard, active as vice-president for four years. Miss Ruth V. Lester, of the Chicago Orphan Asylum, is new vice-president, succeeding Mrs. Theodore W. Robinson.

The Association of Junior Leagues of America has added to its social welfare staff Helene Lipscomb, recently assistant director of the Bureau of Unattached and Transients in New York. . . . The St. Louis YMCA will have as its new secretary Earl W. Brandenburg of Chicago, known for his work as associate general secretary of the National Council of the YMCA. . . . The new executive of the Waterbury, Conn. Council of Boy Scouts is David F. Babson, formerly with the Community Welfare League, Holyoke, Mass.

The first executive for the new Paterson, N. J. Community Chest is Sherrard Ewing, for eight years executive director of the National Association of Travelers Aid Societies. . . . A new executive assistant for The Seeing Eye is Elizabeth Hutchinson, from the staff of the Pennsylvania State Council for the Blind.

History—At the recent fortieth Illinois Conference on Social Welfare, President John C. Weigel summarized the impressive history of conference accomplishments. (Reprints of his address in pamphlet form, from the Conference, 203 North Wabash, Chicago.)

New Faculty—New on the faculty of the School of Applied Sciences of Western Reserve University are: Ruth Gartland, formerly of the University of Chicago, School of Social Service Administration; Doris Peabody Brooks and Katharine Post Silber, both from the Cuyahoga County Child Welfare Board, Cleveland; Gertrude Wilson, from the Illinois WPA; and Lucile Massey from the Tennessee State Department of Public Health. . . . Boston University has added to its faculty in the School of Religious and Social Work, Ina Morgan from the Veterans' Bureau of Boston. . . . Leon Henderson, long with the Russell Sage Foundation, is teaching economics and government at the University of Miami, Fla.

David K. Bruner has resigned from the Pennsylvania ERB to become assistant professor of social work at the University of Pittsburgh.

Meetings—The National Congress of Parents and Teachers will meet May 11-15 in Milwaukee. (Information from the Congress, 1201 Sixteenth Street, N. W., Washington, D. C.) . . . The National Women's Trade Union League will hold its first convention in six years, May 4-9 in Washington. (National Women's Trade Union League of America, 306 Machinists Building, Washington, D.C.) . . . A conference

on the teaching of marriage and the family will be held at the University of North Carolina, July 6-10. (Address Prof. Ernest R. Groves at the University, Chapel Hill.)

Honors, Anniversaries—In celebrating the sixtieth birthday of Mrs. Felix M. Warburg, the New York chapter of Hadassah, Women's Zionist organization, presented as speaker Mrs. Ilse Warburg, assistant to Henrietta Szold who heads the Central Bureau for the Resettlement of Refugee Children in Palestine. [See *Survey Graphic,* February 1936, page 68.] Mrs. Warburg is making a three-months' speaking tour throughout the United States.

Francis Fisher Kane, attorney and leader of Philadelphia's public defender movement, was given the 1935 Philadelphia Award for distinguished citizenship. The prize, founded by Edward W. Bok, carries a $10,000 honorarium. . . . Chicago's Junior Association of Commerce recognized with a distinguished service medal the work done for traffic safety by Police Lieutenant Franklin Kreml, of Evanston Ill., by last year's accident records the safest city in the United States. Lieutenant Kreml has been director of institutes in traffic safety at Northwestern University which have drawn wide attention.

New Voices—The birth and re-birth rate in professional publications is high this season. *Jewish Conference* is the re-incarnation of the news bulletin of the National Conference of Jewish Social Service. . . . *The Jewish Social Service Quarterly* recently announced a policy "permitting the printing of articles on controversial matters," a new managing editor, Solomon Bluhm, and a new chairman of the editorial board, John Slawson. . . . A Journal has been launched by the recently formed Society for the Advancement of Management, which represents a merger of the Taylor Society and the Society of Industrial Engineers. . . . Volume one, number one of *The Public Welfare Journal,* carrying a February 1, 1936 dateline, has been published by the Texas Public Welfare Workers as "a journal of welfare work and social welfare problems as they pertain to Texas and Texas society."

Mostly Figures—A general survey of U.S. archives which were to be moved into the new $12 million Archives Building, showed their total volume to be 3,673,633 cubic feet. . . . The Russell Sage Foundation library now records a total of 36,215 bound volumes and 124,740 pamphlets. The social work archives are not known to have been estimated in cubic footage or avoirdupois. . . . The Russell Sage Library had nearly twice as many users in 1935 as five years before. . . . Another Russell Sage Foundation statistic shows that its meeting halls were used nearly twice as often in 1935 as in 1932. The New York City Welfare Council was the most prolific "meeter" among the seventy-three organizations which used the Russell Sage facilities. . . . The Foundation library is the hopper into which are poured many amazing requests. A recent one sought an immediate list of "all the magazine articles on the social security law" and another wanted "something kind of cute" about current economic conditions, for a club paper.

Educational—The Forum of Today (302 West 12 Street) has been launched as a cooperative enterprise by the organized rank and file group in New York social work, as "an educational medium where workers and students in social work can become familiar with opinions of representative leaders." Four meetings are planned for the spring months.

A limited number of scholarships and teaching fellowships in the field of the physically handicapped will be available for the school year 1936-37 at Teachers College, Columbia University. (Address the Secretary at the college, 525 West 120 Street, New York.)

International—Europe will teem with American social workers this summer if present plans carry. Besides the Third International Conference of Social Work, in London July 12-17, associate groups will hold conclaves. . . . C. M. Bookman of Cincinnati, will be among American speakers at the International Conference in place of Monsignor Robert F. Keegan, previously announced, who is unable to attend. . . . Among special touring parties to London will be that of James T. Nicholson (616 South Michigan Avenue, Chicago,) planned especially for social workers from the Central West. . . . Elsa Butler Grove, lecturer in social science at Teachers College, Columbia University, will take twenty-five students to the preliminary summer school, the Conference and for a two-weeks field study trip through England. (Information from the Secretary, Foreign Field Courses, International Institute, Teachers College, Columbia University, New York.) . . . The Second International Congress on Mental Hygiene, announced for July 1936, has been postponed until July 1937. (Information from Dr. Edward Toulouse, 1 rue Cabanis, Paris, France.) . . . Mary A. Dingman, for fourteen years with the World Council of the YWCA, is the new president of the peace and disarmament committee of the women's international organizations at Geneva. The committee, a consultative group, meets weekly in Geneva and represents a membership of forty-five millions, in organizations in fifty-six countries.

New Leaders—The Indiana State Conference of Social Work this year created the office of president emeritus and elected thereto Amos W. Butler, director of the State Board of Charities from 1897 to 1923. Who's Who lists Mr. Butler as a zoologist with as many anthropological achievements as sociological. Other 1936 officers include: president, Joseph A. Andrew, Lafayette; vice-presidents, R. Clyde White and Allan Bloom, Indianapolis; James A. Dilts, Winamac; and Mrs. Frederick Ross, Muncie. . . . Another new president emeritus is the Rev. William Hallock Johnson of Lincoln University Pa., with the university since 1903. Walter Livingston Wright, on the faculty since 1893, succeeds him as president. . . . The National Safety Council has chosen for president this year Dr. C. H. Watson of the American Telephone and Telegraph Company. W. H. Cameron, of Chicago, is managing director.

The South Dakota State Conference of Social Work has elected as officers for this year: president, Dr. F. V. Willhite, Richfield; vice-president, Ellery E. Kelley, Pierre; and secretary-treasurer, Mrs. A. M. Eberle, Brookings.

Deaths

HELEN HART, daughter of the late Hastings H. Hart, penologist, and herself a prominent social worker, died recently. Miss Hart was director of social service for the Connecticut Emergency Relief Commission at the time of her death, though much of her earlier career was in settlement work. The Connecticut ERC paid Miss Hart a unique tribute when, in conjunction with a resolution of appreciation of her services, it voted that: "In order to assure as great a permanence as possible for the contribution which Miss Hart has made in raising standards of social service in the state, the Commission, at this time, extends through the life of the Commission, until February 1, 1937, the offer of the payment of 45 percent of the cost of salaries to social workers employed by local relief departments in which specified standards are being maintained."

The national director of public relations for the Girl Scout organization, Harry L. Gilchriese, died in January. He was chairman of the New York Social Work Publicity Council.

Readers Write

In English

To the Editor: Your review of L' Economie Humaine Par La Médecine Sociale by René Sand in *The Survey* for November 1935, page 344, is based on the French edition. You name Rieder of Paris, the French publisher. Perhaps your readers would be interested to know that the book is being published in English, simultaneously in England and through the Macmillan Company in New York, and may be ordered direct or "postpaid of *The Survey.*" The price is $3.

The Macmillan Company
New York

White-Collar Unions

To the Editor: For the past decade I have studied the activities of a white-collar union. Incidentally, comparison with the achievements of professional organizations has also been possible. I cannot discover that there is very much difference between professional groups and labor unions in their concern about the welfare of the special group and the welfare of society. Tactics differ, however. The effective union goes on strike, as well as using research. The professional groups rely on research. Sometimes revolution, as practiced by the labor unions, is a necessity, but usually evolution brings the same results eventually. Nowadays a considerable array of people are unwilling to wait for evolution.

In his article, Relief Workers' Unions in the January issue of *The Survey,* John S. Gambs states the situation accurately when he says that there is more radicalism in white-collar than in craft unions. This radicalism is so objectionable to the majority of the population that as a reaction we have a crop of teachers' oath laws and discernible threats to constitutional rights of freedom of speech.

Mr. Gambs states that "lots" of teachers belong to the teachers' unions. If he will consult the Proceedings of the 1934 Convention of the American Federation of Labor (page 36), he will discover that in that year about 8500 teachers were really good trade unionists paying dues to the national labor organization. Maybe that is a "lot," but it is less than one percent of the public school teachers in this country. Local organizations have occasional periods of large membership, but in many instances enthusiasm does not seem long-lived.

To quote Mr. Gambs, ". . . sometimes even bad organizations are better than none." Both social workers and teachers have professional organizations which function fairly well. Organizations of a few radicals which are noisy and unscientific bring the whole occupational group into disrepute.

Chicago has had teachers' unions for a third of a century. But teaching conditions, salaries, school politics, are no better there than in cities which have only professional organizations of teachers, and this is putting it very mildly.
Hastings, Neb. Caroline Bengtson

An Author Demurs

To the Editor: When the author read Miss Walker's review of her book in the December *Midmonthly Survey,* [Interviewing in Social Work—A Sociological Analysis, by Pauline V. Young] she could not help but feel sorry for those very busy persons who must read so many new books which are now coming off the press at an amazing rate. Miss Walker's review gives the distinct impression that she could take time to read little more than the headings and sub-headings. She says, "When Mrs. Young begins to emphasize 'where,' 'when,' and 'facial expression,' I begin to fear a mechanistic tool which has no place in case work." Upon careful reading, one readily sees that this book does not emphasize the above points and does not even imply a "mechanistic approach." At the top of page 26, the text states: "Such questions of 'what,' 'when,' 'where' and 'how much' may be very important parts of a diagnostic interview, but they cannot be considered as the significant data by which problems of personality, of group relations, philosophy of life, and the general pattern of life organization may be defined and treated. . . . An interview which stops short of securing the data which will enable the worker to understand the interviewee's motives, attitudes, social wishes, the environment, past and present, frequently gives little insight into the fundamental needs of the client. . . ." This direct quotation from the book indicates that the author is as eager to avoid "mechanistic approach" as is Miss Walker.

Miss Walker objects to the statement, "In interviewing immigrants, I always ask . . ." but she fails to indicate in the review what is always asked of an immigrant, namely: "Well, how have you been getting along in America?" (Page 149.) The situation must be very strained indeed when this question could not be asked of immigrants. (Of course, the text recognizes the value of asking as few questions as possible. See particularly pages 69-71.)

Miss Walker's statement is correct and well taken when she says that "ability in approaching the client and in releasing him to free expression does not grow out from a mastery of the skills and techniques of the interview, but is developed through experiences with people, through analyzing one's interviews and personality. . . ." That point of view is expressed in the author's preface, but it might be added that the reverse is also true: One's satisfactory relationships with people are partially contingent upon adequate skills in approaching them.

It is amusing to the author that the reviewer does not touch upon any of the real defects of the book. If it were customary for an author to review his own book, the picture could be painted far blacker than it has been to date, but, of course, there probably are still other reviews to appear.—Pauline V. Young
Los Angeles, Calif.

A Way Out

To the Editor: Two reports in a recent number of the *New York Times* supplement each other; one on the symposium in *The Survey,* January 1935, on the new relief crisis, and one by Will Lissner on the development of cooperatives in Nova Scotia, in line with those vividly described in the *Survey Graphic,* January 1935.

It seems to me that we are taking things by the wrong end if we base our solution of the new crisis on governmental relief. We know that it is no solution; rather, a new breakdown of individual strength and resourcefulness, prolonging the process of readjustment to a new setup of society.

Social work, "old style," is dated; we are equipped, not to do constructive work, but to adjust individuals and groups to a system that has cracked. Why cannot cooperative movements be started in urban centers, as well as in rural areas—using government loans if necessary—so that character-saving independence will be building rather than spirits breaking on relief. Why not train young people to lead in such projects, to include stalwart adult education?

Are we social workers clear that we do not belong to a privileged class, but are of the body of workers? There are devoted, selfless social workers: do they feel that their life efforts have meant what they should, or have they spent themselves running up and down dark alleys—never reaching the light?

We need clear thinking and honest speaking, to start us on our way.
New York Alice Waldo

Book Reviews

Corporate Sinning

SOCIAL SALVATION, by John C. Bennett. Scribners. 222 pp. Price $2 postpaid of *The Survey*.

IT is a great service to take a word and bring it up to date by giving it content and meaning applicable to today's issues and needs. This service Mr. Bennett strives to perform for the religiously minded, after the manner of Walter Rauschenbusch. The two terms upon which he spends most of his time and effort are "sin" and "salvation." He lifts these two terms clear out of their ancient theological setting and drops them down in a world in which human greed and human stupidity beget social inequities and social suffering with perfect logic. The two cardinal sins on Mr. Bennett's list are war and resistance to economic change.

Right there lies the strength and weakness of this book. It is strong in its realistic approach to these two major social issues; Mr. Bennett writes with insight and great clarity, driven by strong personal convictions. But alas—there's the weakness, too; for like all preaching, those who need it most will never be conscious of it. The ones who most need to repent of these sins will never see this book. Among those who do read it there will be only a few who respond by feeling that deep personal share in our corporate sinning, which is the whole point of the author's writing. And if it be a sin to resist economic change, do not all the churches stand convicted of sin? At the first hint of faintly returning prosperity, see how the major denominations have toned down their social zeal! It may be possible that the church will—as Mr. Bennett thinks—become the leader of a vast social crusade; but this reviewer has his doubts.

Anyhow, even if Mr. Bennett does speak a strange language, he speaks it beautifully; and his book is well worth reading. CHARLES STAFFORD BROWN
Colorado Springs, Colo.

For Parents et al

GROWING SUPERIOR CHILDREN, by I. Newton Kugelmass, M.D. Appleton-Century. 568 pp. Price $3.50 postpaid of *The Survey*.

THE guiding principles in this book make a perfect slogan "food into growth, experiences into life habits, environment into personality." Thus the author emphasizes without asserting the necessity for the doctrine of individuality in appraising and perfecting the growth and development of children. It is a book written from the point of view of the intelligent parent whose aim is to develop his child's potentialities rather than to match him with mediocrity. The earnest parent will find the book well written, easy to read and satisfying in its presentation. The features of child life about which he most wants to know have brief, clear and tactful exposition. Rather naturally, the best part deals with the earlier periods of childhood. Adolescence is still a difficult subject and requires much research and thought.

The book is not an encyclopedia, good as it is. There is no mention of allergy in relation to the nervous child or in enuresis; no mention of the relation of gastro-intestinal instabilities to day and night dreaming. There are few positive errors and these merely repeat general conventional acceptance of scientifically unjustifiable data. Such are the cycles of growth, the adolescent gain in height mainly from increase in leg length, the idea of premature senescence in lines on bones, the relation of skin color to climate and the notion that girls have more active endocrine functions than boys. There will he a second edition of so helpful a book. That edition will meet even these critical thoughts.

T. WINGATE TODD
Western Reserve University and Brush Foundation, Cleveland

History Makers

DISEASE AND DESTINY, by Ralph H. Major, M.D. D. Appleton-Century. 338 pp. Price $3.50 postpaid of *The Survey*.

HOW disease has ended dynasties, undermined civilizations, and remade the map, both in the old world and the new, is the subject of a series of colorful chapters in which Dr. Major tells in turn the stories of plague, smallpox, malaria, yellow fever and a half dozen other scourges. The book is peopled with historical characters from Pericles to Lenin, whose destinies, the author believes, have been swerved by one or another of the malignant microbes. The record is enlivened with picturesque anecdotes. What makes it cheerful reading is that of the ten diseases that Dr. Major describes, eight have been wiped out wholly or are on their way to extinction in the more enterprising countries of the world. Of the two that remain one is hemophilia, the hereditary tendency to uncontrollable bleeding that has afflicted two of the royal houses of Europe; and what Dr. Major calls "the worst plague of all," syphilis, which in this country probably counts half a million new infections every year. In the chapter on syphilis Dr. Major centers his story on ancient and modern history and does not emphasize the fact that here too the application of tested public health and medical measures could greatly abate a disease that has gone unchecked so long largely because of the social stigma attached to it. There now seems reason to believe, from the experience in Massachusetts and other places where measures for treatment and control have been adopted, that syphilis also can be conquered. MARY ROSS

What Schools Need

EDUCATION IN A CHANGING WORLD, by W. B. Curry. W. W. Norton. 192 pp. Price $2 postpaid of *The Survey*.

THE militarists, the persistent professional patriots and William Randolph Hearst, will not receive this book kindly. The author states that "one main object should be the production of world citizens in place of patriots." He wishes to replace the general attitude that our "first duty is to the State" with the notion that our "first duty is to mankind," and he would abolish "all the orthodox methods of inculcating patriotism such as saluting the flag" and ". . . all institutions for the military training of the young."

The volume contains an excellent criticism of the teaching of history which, the author maintains, places its emphasis incorrectly on military exploits and is "untruthful in that events where other nations were concerned have been taught from a biased standpoint."

In his chapter on The Intellectual Climate, Mr. Curry takes numerous positions contrariwise to regular American school practice. He believes that contemporary issues and "dangerous" topics should not be excluded from the classroom; that "the school should encourage argument on every arguable question, and should deliberately provide opportunities and material for the study and discussion of the main social and political problems of the day"; that "children must be permitted to express quite freely any opinion whatever, however shocking and disastrous it may seem to their elders." He would treat religion under the heading of "instruction in controversial issues," taking the position that "religious instruction, as distinct from instruction about religion, is . . . incompatible with the scientific temper."

Mr. Curry deals frankly and directly with the question, "Does education prepare for life?" His answer is partly by comparison with traditional education: "The modern school differs from the traditional school precisely in differing less from ordinary life." He holds that

the "only way to prepare for social life is to engage in social life." He would develop a school that made this possible.

This is a book in which the author gives full rein to his own prejudices, which are in general agreement with those of this reviewer. He presents little evidence, but for each point at issue he gives always interesting, often challenging, illustrations. The book is clearly written, non-technical, delightful to read and valuable for parents and professional educators alike.

ROBERT K. SPEER

School of Education,
New York University

Economic Inventory

WORLD ECONOMIC SURVEY, 1934-35. LEAGUE OF NATIONS. DISTRIBUTED THROUGH WORLD PEACE FOUNDATION. 300 pp. Price $2 postpaid of *The Survey*.

WORLD ECONOMIC SURVEY, 1934-35. 1934. LEAGUE OF NATIONS. DISTRIBUTED THROUGH WORLD PEACE FOUNDATION. 146 pp. Price $1.25 postpaid of *The Survey*.

THESE two volumes constitute a veritable mine of reliable descriptive and statistical information about, and lucid interpretation of, recent world economic trends. The present Survey is the fourth in the annual series prepared by Professor J. B. Condliffe, and, like its predecessors, is intended to afford an account of recent developments intelligible to the lay reader. If the latter finds it heavy going in places the fault is in the subject and not the treatment. The book represents an admirably thorough job of compression and clear exposition. No better general conspectus of world economic conditions during this confused period can be found elsewhere in the same compass. Economic and financial developments are traced to the end of July 1935. The movement in prices, the vicissitudes of agriculture and industrial production, the wage earner's position, the course of international trade and the problem of international equilibrium, currency, credit, banking and financial problems, receive detailed yet succinct examination in successive chapters, significant comparisons being drawn between the different countries. Numerous statistical tables, often accompanied by charts, support the statements in the text. Description and interpretation are skillfully blended and presented in a spirit of scientific impartiality. A 21-page chronology of the year's most important economic events forms a useful appendix.

World Production and Prices covers a longer span of years, but, being narrower in scope, goes into greater detail. For the specialist it is a basic source of information. Recent changes in world productive activity in different lines, agricultural and industrial, are carefully analyzed, and are supplemented by a comparative summary of changes in world trade and a review of significant price changes. The volume contains the League index of world primary production and the companion index of the quantum of world trade. Similar calculations relating to industrial activity and employment are also included. While the statistical framework covers the whole decade 1925-34, comment is mainly directed to developments during 1934 and the early months of 1935. A summary of the principal findings which emerge from the study prefaces the volume.

ARTHUR D. GAYER

Columbia University

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A Doctor on Play

PLAY: RECREATION IN A BALANCED LIFE, by Austen Fox Riggs, M.D. Doubleday, Doran. 239 pp. Price $2.50 postpaid of *The Survey*.

THE importance of a balance between work and play as an essential to the happy life is the theme of this book. The fact that it was written by an eminent nerve specialist who has seen in hundreds of individual cases the disastrous results of the neglect of play gives weight to its pronouncements. No one will quarrel, we believe, with Dr. Riggs' definition of the function of play: "To balance life in relation to work, to afford a refreshing contrast to responsibility and routine, to keep alive the spirit of adventure and sense of humor and that sense of proportion which prevents taking oneself and one's job too seriously, and thus to avert the premature death of youth and not infrequently the premature death of the man himself." After discussing the nature of play and considering play for different ages, Dr. Riggs proves himself the physician by prescribing "rations" — the relative amounts of time which should be devoted to play. Varieties of play are considered, and some principles are laid down: the choice must be free from consideration of gain; the more it differs from a man's occupation the better; it should be something the individual is sure he likes.

A wide choice of play activity is spread before the reader. Hobbies are recommended: "In form the hobby resembles work but its spirit is that of play; it stands half way, one might say, between the two, and it may be the offspring of either." There is still another use of leisure, which for lack of a better term is called "incidental rest" —those spare unoccupied moments which occur delightfully and unexpectedly. There is, too, meditation, a use

of leisure as yet distinctly un-American but holding great possibilities for refreshment and rest and having the advantage of requiring no machinery.

Dr. Riggs finds a word of warning necessary. "As one man's meat is another man's poison, the use of leisure is a highly individualistic problem. It cannot be solved by anything but independent thought and a fair-minded investigation of its possibilities. It is an all important problem, for upon its solution depends the quality of life necessary for the development of a personality capable of serving, cooperating with and contributing to humanity, and finally of enjoying happiness which is the fruit of living wisely." ABBIE CONDIT

National Recreation Association, New York City

Probation and Parole

THE SOCIAL WORKER IN THE PREVENTION AND TREATMENT OF DELINQUENCY, by Margaretta Williamson. Columbia University Press. 236 pp. Price $2.50 postpaid of *The Survey*.

THE function and administration of probation and parole are so often misunderstood that Miss Williamson's careful analysis and clear exposition of methods and procedures is very enlightening. While her book may have been intended primarily for professional groups concerned with delinquency, it might be consulted profitably by legislators, public officials, writers, lecturers or any interested laymen.

Miss Williamson indicates that the case work approach is the same to delinquents as to nondelinquents, although legal limitations make some modifications necessary. The acceptance of this idea may help to prevent segregation of agencies in the delinquency field from other case work agencies in the community.

Some of the factors upon which the success of probation and parole are dependent are clearly pointed out. For example, the careful selection of delinquents who can safely be allowed at large in the community depends to a large extent upon the intelligence and calibre of the judge. The willingness of employers to give an opportunity for employment to those on probation or parole is an absolute necessity if delinquents are to become readjusted to community life. Social services must also be available to delinquents who need them. Just as in many other fields of work, community attitudes and facilities have an important bearing upon the success or failure of probation and parole.

The analysis of positions in the preventive field indicates the necessity of clearer definition of the objectives of these agencies, and the division of labor between public and private organizations. The trite phrase "supplementing public services" is much too vague to be accepted any longer either by professional workers or by intelligent board members. The usefulness of Miss Williamson's book should not be limited to improving administrative organization and procedures but should serve to point out the possibilities as well as the limitations in this field and the need for more critical analysis if progress is to be made. JANE M. HOEY

Washington, D. C.

Too Many Overheaders

WHO GETS THE MONEY? by Walter Rautenstrauch. Harper. 99 pp. Price $1 postpaid of *The Survey*.

THEORY: "Any program for national recovery to be successful must change the distribution of the national income among the different groups of people to workable proportions."

Distinction: "Producers" differ markedly from "overheaders."

Findings: Between 1917 and 1932, the ratio of overheaders' income to producers' income increased from .9 to 2.3. In 1917 the overheaders numbered 14,696,000 and got nearly one half the national payroll; in 1932 they numbered 16,852,000 and got two thirds of the national payroll. Farmers have suffered not only relatively but absolutely. Their average per capita income declined from $1020 in 1917 to $475 in 1932. Those increasing most in number and profiting most among the overheaders were government officials.

Villain: The "rise of the Great American Sucker."

Task: To get back to the 1917 basis, i.e., prosperity. To that end "we need (1) 12,300,000 more producers, and (2) no more overheaders, (3) an increase in the producers' income of 56 percent over its 1932 level, and (4) an increase in the farmers' income of 216 percent over its 1932 level."

Questions: (1) If true, how accomplish the necessary occupational shift? (2) Why did the number of overheaders increase if not in response to the demands of the market? (3) If income is spent in consumption does it make any difference whether overheaders or producers receive it? (4) Is it scientifically valid to compare a year of war prosperity with one of uttermost depression?

Recommendation: Invest an hour of your time as an overheader. Read the book. THEODORE J. KREPS

Stanford University

The New Feminism

WOMEN AND A CHANGING CIVILIZATION, by Winifred Holtby. Longmans. 213 pp. Price $1.75 postpaid of *The Survey*.

THIS is not a book about women. It is a logical statement of why women, and men too, who believe in industrial freedom and in equality must fight for the retention of democracy and the development of peace, and for a rational philosophy of life which will not allow instinctive fears, memories, and traditions to rule.

The war generation knows little of women's struggle for the franchise and for freer entrance to the occupations. The very young who have come out of school and college since 1930 are stunned by the situation which meets them. For both these groups Miss Holtby presents a commonsense, long range, tolerant view of the struggle for the recognition of women as people. Her historical summary explains today's behavior toward women in terms of relics of the mystical fear of women found in primitive societies and reflected through the ages to Puritanism; of the convent's influence on the tradition that women employed in nondomestic occupations should be celibate; of chivalry and sacredness of motherhood as obstructing women in their attempt to earn a living wage.

Miss Holtby holds no defeatist philosophy. She makes a good case for women's political influence as indicated by the advances in public health, in educational opportunities, in housing and in domestic welfare since they were enfranchised. Her book is a brief exposition of the new feminism which is not feminism but socialized individualism—a philosophy having social welfare as its goal, which considers individuals as individuals and not primarily as members of this or that race, sex or status and which allows individual ability, rather than social tradition, to determine where and how each individual may make his economic contribution.

CHASE GOING WOODHOUSE

Institute of Women's Professional Relations, Connecticut College

The Parental State

LAW OF GUARDIAN AND WARD, by Hasseltine Byrd Taylor. University of Chicago Press. 194 pp. Price $1.50 postpaid of *The Survey*.

PROBLEMS concerning the relationship of guardian and ward are of constant concern to social workers, as they arise through the juvenile courts and children's institutions and agencies. Hasseltine Byrd Taylor, as a social worker in the Woman's Court of Chicago, and as a deputy clerk in the Court of Domestic Relations, has had an unusual opportunity to study at first hand this neglected subject in the legal and social field. In this monograph, she points out that while the super-parental authority of the state has been recognized increasingly in child labor legislation, compulsory school attendance laws and so on, basic laws relating to guardianship have remained largely unchanged.

The study gives a brief history of the law of guardianship, and a helpful sum-

mary of the present statutes. It points out that in failing to modernize guardianship administration, we have ignored the change on the part of the state from a passive to an active role, and the development of the professional service of social case work for investigation, diagnosis, and treatment. Local courts have not been equipped by law with facilities for making social decisions, so needed in questions of proper guardianship.

The author believes that, because of the present great interest in the field of child welfare, this is an opportune time to arouse public interest in improving the law and the administration of guardianship. She makes a number of recommendations, with special emphasis on the need for uniform legislation. The monograph is valuable as a reference book on this neglected question.

HELEN GLENN TYSON

Pittsburgh, Pa.

Facts and Good Sense

DIAGNOSTIC CRIMINOLOGY, by Lowell S. Selling, M.D. Edwards Brothers, Inc. 175 pp. Edition limited to 350 copies. Price $2.25 postpaid of *The Survey*.

THIS little lithoprinted handbook by Selling, who was formerly with the Illinois State Criminological Service, is pleasantly written and full of common sense. Methods of examination of the adult offender are considered in sixteen pages while seventy pages are devoted to instructions in examining juvenile offenders. The author gives considerable attention to what he calls syndromes. As these we find easy diagnoses—the spoiled, over-protected, inferior, superior, misunderstood, dominated child and several other varieties of "syndromes." One might cavil about the importance of these classifications for the deeper issues of psychiatry, but after all they represent a lot of good sense. The author is not so concerned with the presenting symptoms of delinquency as he is with some of the underlying facts. The fundamental dynamic factors on the whole receive scant attention, although Selling in some of his recommendations stands for more psychiatric investigation and even for psychoanalysis. His recommendations in general are essentially those a probation officer or a social agency would make.

A sense of humor is shown in the pseudonyms given to his cases: Gumboil, Snoozy, Piffle—the egocentric personality, and so on. The chapter, Historical Introduction, seems, at least in parts, rather unnecessary in such a handbook. Professional psychiatrists will find the work too scanty to be of much service but the social worker may well be interested in its contents.

Boston WILLIAM HEALY, M.D.

DIRECTORY OF SOCIAL ORGANIZATIONS

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Very Rev. Msgr. Robert F. Keegan, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-third annual convention of the Conference will be held in Atlantic City, N. J., May 24-30, 1936. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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Is your organization listed in the Survey's Directory of Social Agencies? If not—why not?

Run of the Shelves

LEGAL AID BUREAUS, A MANUAL OF PRACTICE, by John S. Bradway. Public Administration Service Publications, Number 47. 80 pp. Price $1 from the Service, 850 East 58 Street, Chicago.

THE secretary of the National Association of Legal Aid Organizations here presents the collated experience of legal aid bureaus in cities throughout the country in giving practical day-to-day service. The manual, called the first practical description of legal aid work, discusses the relation of that work to the Bar and to social workers.

THE DEVELOPMENT OF POOR RELIEF LEGISLATION IN KANSAS, by Grace A. Browning and Sophonisba Breckinridge. University of Chicago Press. 157 pp. Price $1.50 postpaid of *The Survey*.

A STUDY of poor laws and their development in a midwestern agricultural state, typical of the plains states in having the assorted mistakes of older states built into its statutory laws, but somewhat atypical in being hospitable to the substitution of laws more in accord with modern public welfare thought. Supplementary appendices of court decisions are included.

A MARRIAGE MANUAL, by Hannah M. Stone, M.D., and Abraham Stone, M.D. Simon and Schuster. 334 pp. Price $2.50 postpaid of *The Survey*.

OUT of their experience in research in the field of sex and in the application of scientific knowledge in medical practice and marriage counselling, Drs. Hannah and Abraham Stone have written this "practical guidebook to sex and marriage." Its arrangement is at once practical and lucid—a series of questions that people ask or would ask if they were intelligent and courageous enough to do so—with simple and explicit answers, supplemented by an excellent index and a bibliography.

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SO THEY SAY

I am an incorruptible optimist about the twenty-third century.—*Robert Lynd, Columbia University.*

Let's try to have more legal good things.—*Mrs. L. C. Clark, Brooklyn, to Congress of State Societies.*

Freedom is something which can be had only as individuals participate in winning it.—*John Dewey in New York Times.*

As near as I can figure out, the only thing that maybe isn't unconstitutional is the Constitution.—*Louise Clevenger, St. Paul.*

The Supreme Court now . . . for all practical purposes, is a continuous constitutional convention.—*Senator George W. Norris, Nebraska.*

Generosity will always have its place but not as a substitute for justice.—*Linton B. Swift, director, Family Welfare Association of America.*

The law of the survival of the fittest would be a fine rule if you really knew who was fit to survive.—*Paul De Kruif in Why Keep Them Alive.*

The year of a presidential campaign is a time when mental poise is more needed and less present than at other periods.—*Editorial in The Christian Century.*

Everyone knows by heart that an ounce of prevention is worth a pound of cure, but we believe it only after we are sick.—*E. R. Cass, secretary, Prison Association of New York.*

Our life is filled with unnecessary false illusions, such as the beliefs of equality of birth, political liberty, individual freedom, sex equality, the prosperity of 1929.—*Dr. Ira S. Wile, psychiatrist, New York.*

Generalities are often dangerous, but it is safe to generalize about housing in the United States. One third of the population lives in houses dangerous to health, safety and morals.—*Senator Robert F. Wagner, New York.*

As a nation we have yet to face squarely the problem of maintaining large numbers of people the cause of whose distress is unacceptable to us.—*Dorothy C. Kahn, president, American Association of Social Workers.*

The record of the public is terrible: we have no sympathy with a public that, suffering from an elevator strike, is apathetic to poverty, crime, racketeering and such. If we weren't posted for nonpayment of dues, we'd resign from the human race.—*F. P. A. in New York Herald Tribune.*

The endurance of our traditional form of government will depend in increasing measure upon the quality of expert judgment, tempered with experience, which is available to government, and the willingness of government to accept such judgment.—*Final report of the President's Science Advisory Board.*

I say very seriously that it is better for the unemployed men and women in this country to be unemployed forever than to be occupied in providing munitions of war that are destined to destroy their fellow workers and spread further economic disaster over the civilized world.—*Margaret Ayer Barnes, Chicago.*

It is the height not only of bigotry but also of obtuseness to suppose that one's present understanding is the last word on any subject, or that one can afford to disregard the thought of others, even that which proceedeth out of the mouths of babes and sucklings.—*William Allison Shimer in The American Scholar.*

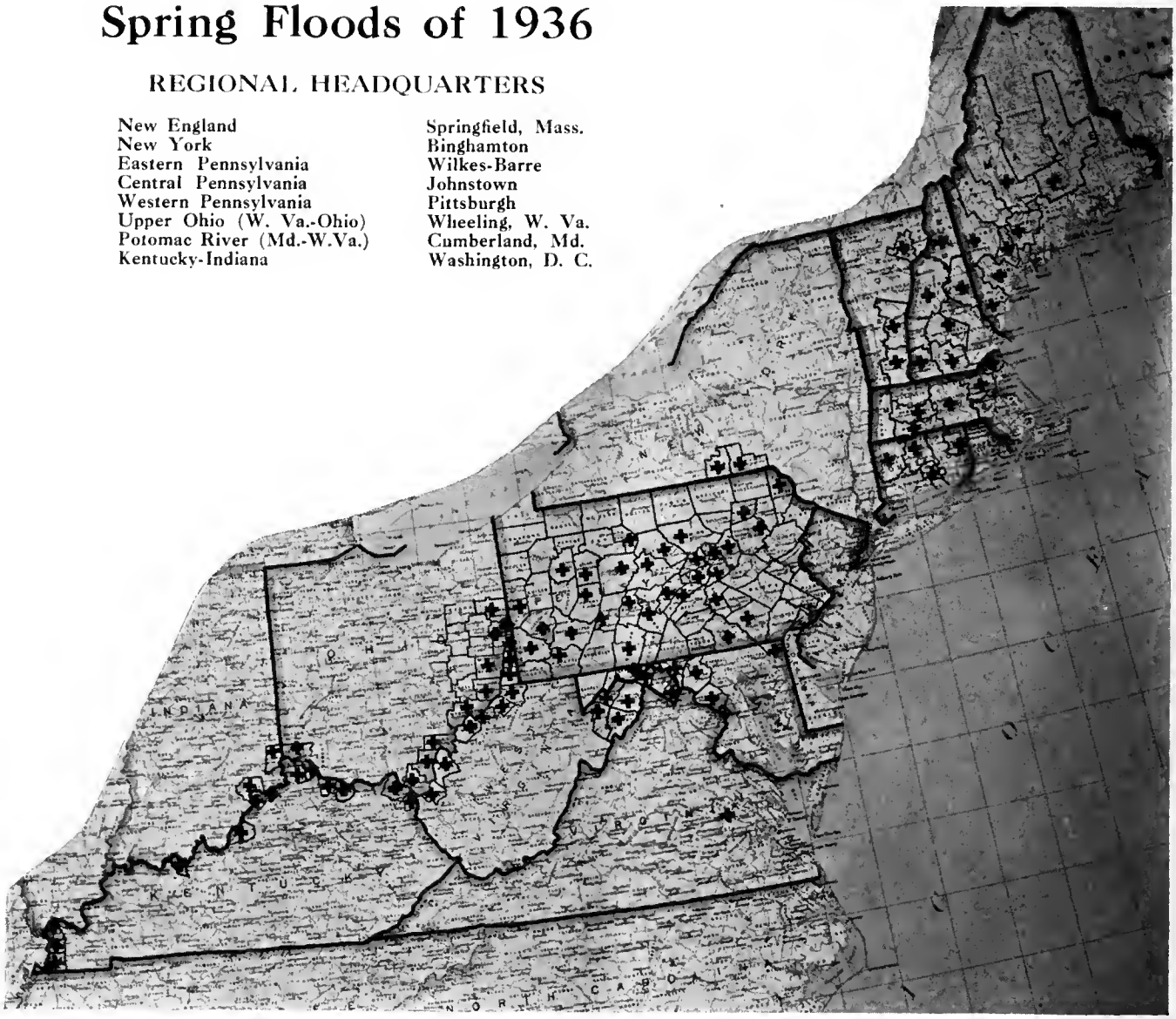
Whether we like it or not we shall always have some unemployed employables. We shall have to care for them somehow. All national fiscal policies must reckon with it. And until we face it and decide how to handle it, calculations as to budgets of 1938, 1939 and 1940 can only be hopeful guesses.—*Raymond Moley in Today.*

Red Cross Disaster Relief Operations

Spring Floods of 1936

REGIONAL HEADQUARTERS

New England	Springfield, Mass.
New York	Binghamton
Eastern Pennsylvania	Wilkes-Barre
Central Pennsylvania	Johnstown
Western Pennsylvania	Pittsburgh
Upper Ohio (W. Va.-Ohio)	Wheeling, W. Va.
Potomac River (Md.-W.Va.)	Cumberland, Md.
Kentucky-Indiana	Washington, D. C.



Sprawling Spring floods in March brought distress to 100,000 families in twelve northeastern states—the equivalent, say, of all the people in Minneapolis or Buffalo. A dozen river systems have been involved from central Maine to southwestern Kentucky. That is double the distance from Cairo to below New Orleans, where the huge Mississippi flood of 1927 had its way for 600 miles. The drought of 1930-31 covered more territory—farmlands in twenty-three states; but was slow in making its blight felt and Red Cross aid could be handled largely on a chapter basis. In contrast, this year's swift disaster overwhelmed thickly settled industrial districts. Unrespectful of persons and interests, it mussed up cross-sections of our whole American society. In the large, however, it beset workingclass districts which for five years have been subject to unemployment. Thousands of households were thus doubly afflicted; and ARC, WPA and other forces rapidly swung into action.

THE SURVEY

APRIL 1936

VOL. LXXII NO. 4

IF. . .

"IF industry itself removes the underlying conditions of disemployment . . . *if* the leaders in each industry will organize a common effort to increase employment . . . *if* private employers hire many of those now on the relief rolls . . ." then, says President Roosevelt, in his message on relief, an appropriation of $1,500,000,000 to carry WPA through the fiscal year ending June 30, 1937, "should give security during the next year to those most in need. . . ."

The President figures that some 5,300,000 heads of families and single persons are now dependent on relief, federal or local, for subsistence. Some 3,800,000 are on federally supported work projects, the rest dependent on state or municipal aid. He estimates that he will have at the end of June unexpended balances of about a billion dollars from earlier relief appropriations. The "regular" budget carries $600 million for public works and the CCC. To these sums he would add the new appropriation of a billion and a half, bringing the total for federal aid in 1936-37 to about $3,100,000,000, some $400 million less than in 1935-36.

The President's message made poor reading for the protagonists of large scale relief measures now before Congress—the Frazier-Lundeen bill calling for $5 billion "to start"; the Marcantonio bill calling for $6 billion; the American Youth bill (Benson-Amlie), calling for three and a half billion dollars. It was likewise poor reading for the National Conference of Mayors which, in national and regional assembly, had analyzed the problems of municipalities and had pressed the President to ask Congress for at least $2,340,000,000 to continue the WPA. It was poor reading too for those social workers all over the country who had clung to the belief that the President would recede from his stand against federal aid for direct relief and would come to the rescue of masses of stricken people with no place to turn for help.

TO the 5,300,000 clinging precariously to subsistence, whether through the "security wage" of WPA or the tender mercies of local relief, this must have been a message of despair. It gave no answer to the question, "Will it be I?" which every WPA man asked himself when the order went out from Washington last month to "shrink" WPA employment to three million by June 15—40,000 to be dropped in New York City alone. It brought no vestige of hope to the 280,000 relief families of New Jersey for whose March needs, budgeted at an "irreducible minimum" of $3,415,000, the legislature, after two months of political contortionism, voted to transfer $3 million from highway funds—and refused to look further ahead. It said less than nothing to the 20,000 persons in Jefferson County, Ala., "face to face with the specter of starvation," for whose assistance there were no funds in sight from any source but who continued to come to the relief office and "could not understand why it was closed."

The President said truly that "Every thinking person knows that this problem of unemployment is the most difficult one before the country." His message was in effect an appeal to private industry to help solve the greatest of all his problems. He gave to those "who believe in complete freedom of private control [of the industrial system] without any governmental participation" the chance "to demonstrate their effectiveness by increasing employment."

THOSE who are not sanguine about the capacity of industry to absorb any large part of the 5,300,000 relief population; those who see the realities of human beings behind the uncertainties of WPA and the bitter inadequacies of locally financed relief, must find such hope as they can in the President's final "if." "Only *if* industry fails to reduce substantially the number of those out of work will another appropriation and further plans and policies be necessary."

Shock Troops and the Floods

By PAUL KELLOGG

CLARA BARTON'S field desk, which she used in the great Johnstown flood of 1889, stands in the Red Cross museum at Washington. In that disaster, when a high dam broke above the industrial communities strung out along a narrow Pennsylvania valley, smashing them and drowning two thousand people, she pitched the tents of her infirmary on a hillside. Seven years before she had organized an American Red Cross and brought the United States into the Treaty of Geneva. It was Clara Barton, also, who promoted the American amendment to the constitution of the international body. That amendment made famines, floods, earthquakes, cyclones, epidemics and the rest, no less than wars, a charge on its concern.

Last month's flood probably brought as much water down into the Conemaugh valley as raged there in 1889. This time, however, no dam had burst; the stage was not so high; and here, as in other flooded districts throughout northeastern United States, there was not the velocity, the concentrated damage and death of that old disaster. None the less, at this year's crest fifteen feet of water covered almost the entire business district of Johnstown; mills and railroads were put out of commission, and well toward ten thousand families were in urgent need.

When last month's floods brought the American Red Cross again to Johnstown there was already a local chapter on the ground. Within twenty-four hours, with rail service cut off, an army flier had landed there—Major R. K. Hoyt, known for his serum flight to Alaska. He brought Robert E. Bondy, chief of the Red Cross disaster staff, to be followed by Albert Evans, whose regular province comprises eighteen uneasy states west of the Mississippi, with their droughts, dust storms and floods. There are a score of members of this permanent staff; back of them are reserves on call made up of twenty times their number of men and women trained in disaster work; back of these are nurses, case workers and executives who can be drafted from other organizations to reinforce the local chapters. In the last ten years there have been four major disasters in which this concentric scheme of succor has been backed by nation-wide appeals for help—two Florida hurricanes, the Mississippi flood and the drought. What occupies the staff in ordinary times? As DeWitt Smith, assistant director of domestic operations, puts it, "There are no ordinary times. We answer from eighty to one hundred minor calls in the course of each year."

With Pennsylvania clearly the worst stricken state, Victor Weybright and I took off in his car from national headquarters at Washington, running up the swollen Potomac and across the ridges to flood waters in the Cumberland Gap. There was snow still on the sides of the Blue Ridge and more in the Alleghenies. Striking north, a detour gave us a glimpse of countless unheralded catastrophies—of Everett, a small one-street town on the Juniata which had been swept end to end by ten feet of muddy water. There we talked with a small merchant who had piled his shoes in a disconsolate heap and was stowing shirts, overalls and other washable things onto a truck in the hope of salvaging them at a laundry. There was envy up and down the street of the one storekeeper whose stock had caught fire and who might get insurance. For the rest it seemed a dead loss.

Their experience was repeated many fold at Johnstown where the whole business district was soggy and smeared with silt, and lines were set by the state police and national guard. Fire engines from neighboring towns were still pumping out cellars five days after the flood. Broken store windows and churned-up interiors were as tangible evidence of the town's dishevelment as were caved-in houses and upset freight cars. Like the big mill corporations, the national chain stores could be expected to look after their own losses. Some scheme of credit, such as Mr. Hoover organized after the Mississippi flood, might take care of intermediate business establishments. The $43 million fund President Roosevelt had released offered hope to cities and counties in repairing or replacing public property. There remained as a distinctive charge on the Red Cross in this flood, to the minds of its executives, the rehabilitation of the small storekeepers, the one-family businesses. Some of them were on the ragged edge of foreclosure when the flood came. Others were going concerns but had lost everything. Negotiations with their creditors and assurance of tools and equipment that would enable them to reopen, would mean for many a new footing for livelihood.

THE thousands of families rendered homeless were, of course, the chief charge on the Red Cross. They called, for example in Johnstown, for twenty-three shelters—schools, lodge halls, churches, where people could be housed and fed; and eleven commissaries where supplies could be distributed. This was the urgent transition stage—to be rid of as soon as possible; as soon as houses could be dried out and food orders instituted. These would not only give the recipients a chance to begin to run their own lives, but would help get the small merchants on their feet. In the meantime there might be occasional abuses. One canny farmer drove in five miles to share in that quality of mercy that falls on the just and on the unjust. But better so, than that some victim of disaster should go hungry before the registration under way was completed. The next step would be to district the city thoroughly; and in the process of giving emergent relief to pave the way for work of rehabilitation. Thus, while a commission merchant whose own business had suffered a loss of $75,000, was handling the burden of supplies for the Red Cross, the city assessor was making a preliminary survey of household damage by wards.

Case work is the key to this rehabilitation stage—social case work for the thousand and one family problems which coil in and out of such a situation, and for budgeting long-run help. Careful estimates are made of the cost of repairs and replacements in each instance, bids are secured, and district committees arrive at an award. These committees are made up of responsible townspeople who know their Johnstown; but the name of the case before them is kept anonymous. Within the budget as set, the beneficiary

has considerable freedom of choice in what he wants done.

In the Johnstown flood of 1889, Miss Barton's Red Cross unit played only a minor part. Responsibility was vested in a governor's commission; and in thumbing through their old report it is interesting to note that, faced with a far greater local task and without precedents to guide them, they worked through to a final distribution to the "advantage of the more helpless part of the community." There were three classes, regardless of loss and based upon need, who received $1200, $900 and $500 respectively. There were two other classes to whom grants were made based upon property losses under a sliding scale which sharply favored those with least means. The report comments that it was found (thirty-seven years ago) that: "There were so many cases in each class that required exceptional consideration, that it finally became to a large extent an adjustment in each case, based upon many and important considerations."

IN the Johnstown flood of 1936, the hub of activity was the temporary headquarters of the Red Cross on the second floor (the first had been flooded) of the Bethlehem Steel office building. Civilians with one mission or another milled in the entry, while the uniforms of state police, national guards and Boy Scouts gave it a wartime air. The thing which above all others the disaster experts had brought into the community was confidence. Problems which came up with the intensity of novelty and crisis dissolved under their cool experience. They had drawn on the Works Progress Administration for trucks and men; drawn on the State Emergency Relief Board for trained workers who had been laid off; drawn on other state services, city departments and business establishments. As we talked with Mr. Bondy, he had to stop to get a WPA truck driver out of jail in order to release a consignment of needed supplies. The driver had been held up by a young militiaman on post; they had come to words as to their relative importance and the arrest had resulted. It was a dropped stitch in the skein of cooperation and illustrated the human foibles that beset such an emergent muster of efforts; ranging from panic the second day at Johnstown, when the old cry of "Run to the hills" had been raised, to the common run of frictions and misconceptions.

In Pittsburgh the same process was exhibited on a larger scale, with 17,000 families to be cared for whose homes along the river bottoms had been flooded to first or second floors, and some to the roofs. Such areas as McKees Rocks, Woods Run and Sharpsburg had been especially hard hit; churches and lodge halls had been turned into shelters; fifty centers had been opened; 40,000 people were being fed. The Red Cross executives anticipated a prolonged emergency period because many of them could not get back to their homes.

Maurice Reddy, assistant director of the ARC disaster staff, who has been up to his elbows in most of the big assignments in recent years, was sent to the Pittsburgh district; also John D. Cremer, executive secretary of the Cleveland chapter. Headquarters had been provided in the Community Building, making for close cooperation with the city-wide social organizations and the public relief agencies. Several thousand of the heads of families had been thrown out of work; a very considerable proportion of the others were already unemployed. Were they a charge on the Red Cross or on public relief? Karl de Schweinitz, director of the State Emergency Relief Board, negotiated this formula for Pennsylvania: Families outside the flood area but rendered unemployed would be eligible for unemployment relief. Families inside the flood area and already on unemployment relief would continue to receive it, while the Red Cross would be responsible for their household rehabilitation. Families rendered both unemployed and homeless by the flood would for the present fall to the Red Cross.

At Harrisburg, the capitol was at the outset driven by calls from "For-God-Sakers." Mayors, constables, citizens in all parts of the state wanted food, clothing, medicines rushed to their communities. Nearly all localities had local stocks which could readily be requisitioned. What was really lacking was not supplies but communication. Governor Earle who had been in Pittsburgh and Johnstown at the heights of their floods, and with a score of river cities afflicted, moved rapidly to put the resources of the state at the service of the emergency. He organized a coordinating committee of department heads with Col. Augustine S. Janeway as chairman and called on the Red Cross for an experienced agent to serve as coordinator. Cecile R. Kennedy, general field representative for eastern Pennsylvania and Delaware was sent to Harrisburg to keep Washington and local chapters informed of state moves and keep the state administration in touch with Red Cross developments and local situations. This was an interesting and fruitful innovation. Now desks were set up in the governor's reception room and it became a clearance center.

Take the case of Renova, almost completely shut off by the flood and badly needing serum. Word got to the state police; teletype and telephone brought it to the Red Cross; and the conference put heads together. From the highway department—no way to get through except by airplane. From the health department—that none of the serum could be found short of Philadelphia or Baltimore. From the national guard—that it could enlist a navy plane to make the trip. From the department of forests and rivers—that the nearest landing field was at Lock Haven. From the state police—that a motor cop would take it on from there to a point where a militia runner would carry it through to Renova. And through it went. And the WPA and CCC got the plane loose from the mud in which it stuck at Lock Haven.

THERE is an unwritten epic in the work of Red Cross chapters with their spontaneous strength here, their lapses there; with the permanent disaster staff coming in to sustain them and fill in the gaps; with Rear Admiral Cary T. Grayson, chairman, James L. Fieser, vice-chairman, and the able executive group at Washington at their backs. With assurance of redoubled financial support from the public, with a first tally of 114,000 families affected, and with 500 trained workers on the job, not including doctors, nurses and volunteers, the ARC on March 28 recast its working scheme, with sub-areas responsible to regional centers, and these to Washington. (See page 98.)

Clearly the American Red Cross has gone far as an agency for rescue since the time of Clara Barton. The impulse which some of its personnel have given to prevention is not so generally known. With these stricken eastern river cities as a tremendous exhibit, it has an amazing opportunity to throw its weight behind flood control as it has behind many constructive moves in health and hygiene.

Patients Without Incomes

A Challenge to Public Welfare Administrators

BY MARY ROSS

IN the hard light of recent years the vicious circle of sickness and poverty has been more apparent than ever before to public welfare and relief administrators and to social workers generally. Federal recognition of the difficulties of states and localities came in September 1933 with FERA's Rules and Regulations No. 7 [see *The Survey*, May 1934, page 158], which established policies for permissive use of federal relief funds for care of the sick on relief rolls. Those policies came face to face with widely varying local practices and precipitated almost as many local plans as there are communities. With the subsidence of federal relief, the outlook is for greater local responsibility than ever before for public care of patients without incomes. The cost is too great for the voluntary agencies. Some cities and counties have delegated responsibility for furnishing medical care to their health departments. Much more often it falls or will fall upon public welfare officials.

Both the need and the nature of the general situation were outlined in the resolution of the delegates' convention of the AASW at Washington last February, which declared for a country-wide permanent plan for improvement of health facilities, administered under medical auspices, correlating social and medical elements, and including both preventive and curative measures for acute and chronic sickness.

To show how ten cities have been attacking these problems the American Public Welfare Association has gathered a budget of current information on which the following paragraphs are based. The material, compiled by Florence Weinberg, will soon be published, not as a study but as a summary of present data from rapidly changing situations, to offer suggestions to public welfare and relief administrators facing similar questions here and now. It will be available without charge from the association, 850 West 58 Street, Chicago.

Among the cities studied Boston, Buffalo and Minneapolis made no use of FERA No. 7, because their going facilities for medical service, public and private, could be adapted and expanded to meet the added load of hard times. In Boston the enlarged City Hospital, plus semi-public institutions such as Massachussetts General, Massachusetts Memorial and Peter Bent Brigham Hospitals, provided bed care which was found adequate, in a survey made by the Overseers of the Poor, though outpatient departments were overcrowded. Home care of the sick has been traditionally a job for privately supported agencies, and the Boston Dispensary (established in 1796) supplied almost two thirds of the city's service. The Dispensary's district work combines service with teaching; fourth-year medical students provide a month's service under the direction of a staff of full time salaried graduate physicians headed by a medical supervisor. The cost is about $1.03 per home visit, and in two winter months of 1934 it was estimated that home care to 131 acutely sick patients saved the city two thousand days of hospital care. About 60 percent of the home service is given to public welfare clients and it is felt that costs should be shared or assumed by public agencies. In 1934 the Board of Overseers spent only about $10,550 for medical attendance, medicines and appliances out of a total relief expenditure of more than $11 million.

In Buffalo and Minneapolis, on the other hand, home care radiates from public institutions, the Buffalo City Hospital and Minneapolis General. The former, using part time salaried physicians and supervised house staff members, answers every first call for a home visit made to the hospital by patients or their friends, and by public and private social agencies. If the patient is found able to pay, he is referred for further service to a private neighborhood physician of his own choosing. The City Hospital has a complete outpatient department, including dentistry, where consultations, laboratory service and x-rays are available at need. A credit department establishes a financial rating for all patients, and those able to do so pay part or all of the rates. Field nurses visit every patient who has had two or more home medical visits and make the last call in every case.

At the Minneapolis General, home visits are made by salaried resident city physicians, of whom three are always on call. Every call receives one

PUBLIC welfare work is about to be reorganized (or shall we say organized?) in many localities as the result of the withdrawal of federal funds from relief. What medical care will be furnished by public welfare authorities in the future? By what systems or methods shall it be furnished? No one formula will answer these questions. We know that the extent of medical care, like the amount of relief, has varied widely in different cities and localities, according to their standards, resources, and attitudes. We know that the system under which public medical care for the poor is organized will have to vary also, according to local conditions.

How shall public welfare departments cooperate with health departments? With medical societies? With hospitals? With outpatient departments and other clinics? Whether this cooperation is intelligent and effective will have immense influence over the quality and cost of medical care for the poor.

At this moment, in a rapidly changing situation in different parts of the country, the primary need is that public welfare officials shall recognize that the medical care load is likely to fall upon their shoulders in larger measure than ever before. Recognition of this responsibility will lead to study of the policies and methods through which good medical care can best be supplied.

Director, Medical Services, Julius Rosenwald Fund — MICHAEL M. DAVIS

visit and further care if the Division of Relief finds financial eligibility. Cases of acute illness which cannot be handled at home, and all maternity cases are brought into the hospital. Ambulatory care is given at the hospital's outpatient department. The city also has a home for chronic and convalescent care, administered by the Board of Public Welfare. The monthly cost of the entire home medical service is estimated at less than that of a hundred days hospital care. Home nursing care is given by the private Visiting Nurse Association.

Denver and Baltimore are the other cities of the group which did not use FERA No. 7 for home medical care. Denver continued a pre-existing county physician service conducted under the Board of Health in connection with the tax supported Denver General Hospital. There apparently is no way to ensure continuity of care by the same physician for a given case. Nursing service is purchased by the Board of Health from the VNA on a fee basis. Emergency dental care was worked out under No. 7 on a fee basis by arrangement with the Dental Association.

Baltimore's Department of Public Welfare has had for many years a small list of physicians who receive one dollar for a home visit in emergencies only. The visits are few in number. Nursing care is given by the private Instructive Visiting Nurse Association and by health department nurses. Public and other hospitals are considered adequate for care of acute illness, but the voluntary hospitals, which carry the major load of outpatient service, are staggering under the burden.

The cities which did establish home care under No. 7 include New Orleans, New York, San Francisco, Chicago and Pittsburgh. New Orleans had not had city physicians previously and under No. 7 used private physicians on a fee basis to give home care for the first time. That service stopped with discontinuance of the emergency relief program and no way has yet been found to fill the gap. A state supported hospital, supplemented by some care in two medical centers, provides bed care for indigents. The city makes some contribution to the nursing service of the Child Welfare Association, and a WPA project provides further nursing service for bedside care of relief clients.

NEW YORK CITY, previously inhibited by its charter, started in December 1932, under TERA, the system of medical care on which, in large part, the FERA policies subsequently were modelled. Administered by the Home Relief Bureau, the service is available to all relief clients and to those on WPA projects for whom supplementation is necessary. Medical service is given by private physicians from a panel of 4700 from whom the patient chooses; if he has no choice, physicians are assigned in rotation. Care of both acute and chronic illness now is included. Visits must be authorized and are limited in number; physicians receive two dollars a visit. No payment is made from relief funds for hospital, clinic, or outpatient service, or physicians' services in such institutions. Hospital care is provided in the general and special institutions under the municipal Department of Hospitals and in service purchased of voluntary hospitals. The public hospitals registered nearly two and one half million clinic visits in 1935 and the uncompensated outpatient departments of voluntary hospitals about twice that number. Bedside nursing for sick relief clients is purchased from the voluntary nursing services at one dollar a visit.

Chicago long has had a county doctor system for home care of the sick poor, which still functions for those not on public relief. Private physicians, under civil service, are under contract to give care at $1.50 a visit. This service was supplemented under No. 7 by a panel of private physicians under which arrangement large sums have been expended from federal and state relief funds on behalf of relief clients. State and federal funds, administered by the Cook County Relief Administration, also have been used to recompense private dentists, clinics, and nursing organizations for care of relief clients. State funds have been used to purchase bed care in the nonprofit hospitals for clients overflowing from the Cook County Hospital.

IN Pittsburgh, also, a dual system has been tried for home medical care; continuance of the part time, salaried city physicians formerly maintained for the indigent sick and establishment of a panel of private physicians, paid on a fee basis for care given to relief clients. The voluntary hospitals, which carry most of the care of acute illness and of outpatient service are not recompensed. Hospitals receive some state aid, but it has no relation to free care provided.

San Francisco established a plan unique among this group of cities in the form of a Central Medical Bureau with a permanent, part time, salaried medical director and staff of more than sixty physicians and dentists who alone are authorized to receive payment for care of relief cases in San Francisco County. This Bureau houses under one roof, near the city's central shopping district, a main clinic, outside clinic referral department, a home care department, dental and prosthetic department, and a department for examinations for work placement. The total cost is $20,000 a month, of which state and federal governments pay $18,000 and the city and county, $2000. The Bureau's services are open to the sick on the relief lists, including 70,000 "employables" supported by federal and state governments and 5000 "unemployables" who are the charges of city and county. The eight staff physicians visit patients ill at home, while bed care is provided at the City and County Hospital. Nursing care is furnished by the private nursing organizations. At need, patients are referred to clinics of the voluntary hospitals, which are recompensed at a per visit rate. For the sick poor not on relief the city physician makes home visits.

If any pattern can be traced through this welter of differing community practices, it is, on the one hand, the cities' awareness of gaps in their service to the sick poor and, on the other, the overwhelming load under which the individual physicians and voluntary services, especially hospitals, have been staggering. The unremunerated work of physicians in clinics and the lack of payments to hospitals and clinics under FERA have been knotty issues, unsolved in many communities. So, too, the correlation of home and hospital care, essential for effectiveness of service and economy, the need for supervision of large numbers of persons working under an unaccustomed plan, and the relation between a panel of general practitioners and needed services of specialists and diagnostic equipment. A foreword to the APWA report points out that facts still are lacking on which to base judgment as to the relative costs or medical and social effectiveness of these various types of practices. Their very differences underscore the need for immediate local study and action.

Rural Training for Rural Workers

By HERMAN M. PEKARSKY

Director of Social Service, Welfare Relief Commission, Kent County, Michigan

THE weakness of rural social work is one of the several disturbing realities of the American scene exposed by the operations of the FERA. When that many-tentacled organization reached into the remote and obscure places of habitation it found not only need for social ministrations of every stripe and color but, more serious perhaps, a complete lack of local awareness that anything much could or even should be done about it. For two years in the face of local lethargy and sometimes open opposition, the FERA pushed steadily for decent standards of relief and of personnel. To a considerable degree it developed personnel reasonably competent to meet the demands of the emergency job. It could not and did not undertake to train highly skilled social workers.

Now the federal pressure for standards is gone, but the real job remains, requiring not only the best technical skills of social workers but the capacity to interpret and to develop pressures from within the community, without which the job cannot be done. What rural social work needs more than anything else right now is the right kind of people on the job. At present they are too few for the need and for the opportunity that is at the doorstep. Josephine Brown has enumerated at various times the prerequisites for the right kind of rural workers. They must have ". . . outgoing personality, insight, and vision . . . good judgment, common sense, patience, a sense of humor, sound physical health . . . not only the highest type of training but the most exacting personal qualifications."

Now these are the prerequisites of the ideal social worker everywhere, city or country, and of course so far as pure theory is concerned there is no difference between rural and urban social work. But I submit that the plunge of the past two years into rural conditions has shown us that in reality there is a difference, a difference not only between city and country but between one section of the country and another, and that the pattern of accepted social practice, developed as it has been under urban conditions, does not fit the present rural scene. One of our weaknesses these last years has been the effort, sometimes a little frantic, to fit the urban formula to rural conditions and to try to make the rural mind accept it. And so to Miss Brown's foundation qualities for the rural social worker I would add a further stone: a native philosophy indigenous to the soil. In other words I would recruit rural social workers from rural people, from those born on the soil, with an innate respect for the man who lives by it, and, except for general philosophic background, I would relate their training as closely as possible to the type of rural area in which they will probably work.

That is what we are trying to do here in Kent County, Mich.; trying to develop a training program—of necessity on the job—that will better the workers for the immediate relief task and at the same time prepare them for the broader undertakings of rural social work in this section. We conceive of our program in the form of two major, definitely related cycles. The first embraces grounding in the implications and practice of family case work, with emphasis on relief as a case work process. It is followed, after completion, by the second cycle which deals with the rural community, its resources, its problems, its strengths and weaknesses, relating the subject matter of the first cycle to the discussions of the second. The whole program is preceded by general discussions of social work as a profession and of professional ethics and advancement.

The subject matter of the first cycle is divided into four sections:

Job analysis. An evaluation of the purposes, theories and mechanics of intake; continuing contacts with emphasis on the continuity of relationships established at intake; completion of investigation—home and collateral calls, available records; treatment function of referral to other agencies.

The interview. Analysis of types of interviews, their content and technique; the sociological and psychological problems of interviewing, such as illusions, memory, suggestibility, social philosophy and so on.

Records. Purposes and content of the record and forms and mechanics of recording.

Modes and patterns of behavior. Significant theories of personality and their contributions to the understanding of social relationships; analysis of the personality and philosophy of the case worker, her prejudices, resistances, attitudes; mental hygiene for the social worker—the relation of a well-rounded personal philosophy to the strains and demands of the job.

This in brief outline is the groundwork in which we believe the special skills for rural work should be rooted. We propose that each worker should spend two months of the year in each section, with the job she is doing geared into the subject matter of her study.

THE second cycle is less clearly plotted than the first and has less accumulated experience behind it. Its implementation probably will be determined somewhat by trial and error. But at least we know what we are aiming for—a thorough understanding of the rural person, and of the way his mind works under the conditioning of his environment, his economic position, his social organization, his community life. The subject matter of this part of the training course would differ with different sections of the country, but there are, it seems to me, certain essentials which can be outlined. There should be, first of all, study of the history of the particular region, its economic development in relation to its natural resources and the influence of both on the influx of certain ethnic groups in its population. With this should go detailed study of the social institutions of the region and the small communities —the grange, rural school and church, women's organizations and so on—in relation to ethnic groups and their predominant occupations.

In analyzing social and educational resources, local, state and national, emphasis should be given to the place in the whole rural community of the county agricultural

and home demonstration agents. The state agricultural college and the U. S. Department of Agriculture, through their extension services and publications, are resources with which the social worker needs to be thoroughly familiar in the interest of the clients. So too are the various special agencies of government recently set up—the Farm Credit Administration, the rural electrification program, the Resettlement Administration and all the rest. The rural worker needs also a working knowledge of farm management, farm economy, marketing facilities, the relation of soil productivity to types of farming and standards of living, and of farm resources to family budgets.

But all these things, important as they are, are not enough. The rural worker, if she is to be more than an automaton, must understand the rural person's psychology —why he thinks the way he does, and the influences that shape his attitudes. She must understand the pressure of local *mores* in shaping individual conduct and family life and must be aware of the potentiality of local personalities —the minister, the successful farmer, the political leaders of various persuasions—in influencing change and progress. She must learn to see the rural client as a human being with his own prides and resentments, his own strengths and limitations, and to deal with him in terms of his own outlook.

Rural social work, if it is to go forward, will have to break down, in many places, some of the local attitudes developed by relief activities. Mary Irene Atkinson has truly said, "The story of how many rural communities have been improperly conditioned because the case worker was not qualified either by training, experience or personality for her task will be a sad story when it comes to be written."

It seems to me that one of the most promising aids for the social worker in overcoming antagonism and gaining the respect and confidence of the rural community is a recreation program. And so I would add to the equipment of the rural worker a knowledge of the principles of group leadership and of the adaptation of recreation to the rural scene, preferably in forms and through agencies already accepted by the community. We have had a first hand experience in this line in Kent County. In one of the districts the relief recipients were stigmatized and completely ostracized by the rest of the community. A leisure time program developed by the worker was successful in breaking down this antagonism and bringing the community together on a simple basis of neighborliness and common interest.

As I have said before, the implementation of this second cycle of the training program for rural workers remains to be tested by experience. In the last analysis its success in terms of results in the rural community will depend on the personality of individuals. But I am firmly convinced that its chances are improved if the training is imposed on actual experience in the realities of rural life. I am convinced too that rural social work must build from the strengths of rural life and follow the line of existing rural institutions, section by section. I do not believe that the pattern of urban social work can be laid on the rural community and be accepted by it, and I believe with Eduard Lindeman that, "Social work, if it takes its cue from the few values conserved in American rural life, will be of and by, not for, the people in need of adjustment."

When Social Workers Talk Shop

"Words," says Webster, "are units of discourse." *The Reader's Digest* carries a telling page, Towards a More Picturesque Speech, with pithy and colorful quotations from the great or near great in the field of letters, and the query, "How else would you say it?" Let's turn the tables and single out units of discourse through which social workers convey thought.

"The We Feeling"

Phrases listed below were gleaned from the utterances during the past several months of some of our best group workers. "How else would you say it?"

The temptation to verbalization
A face-to-face primary group
Social instrumentalism
Compartmentilization
Authoritarianism
The group compeller
Group-for-action situations
Activity as a meaningful unit
Social self-realization through guided corporate activity
Consummatory activity
General configuration of activity patterns
A substitutionary device for action
Terms of aggregation or compresence
Exponential leadership
Concept of differentiated participation
Group-case work concept
Case-group work concept
Concept of process
Articulated concepts
Integrated concepts
Interpenetration of concepts
Conceptual integration
Organizational integration
Thinking integration
Integration of the individual emphasis
Integrated loyalties
The differentiated approach
The coordinated approach
Learning situations
Skill and insight
Insight and skill
The principles of creating readiness
Objectified group data
Constant adjustive effort
Guidance in adjusting effort
Objective manifestations of behavior
Our growing point
Environmental experience
The evaluative dynamic
Concomitant emotional attitudes
Observational tools
Social facilitation
The "we" feeling

One Kind of Security

By EUGENIA SCHENK

Director, San Francisco County Welfare Department

MANY different things have been known to result when those people called clients organize. When clients of the San Francisco County Welfare Department organized themselves into Social Security Clubs, they found a brand of social security—perhaps not that contemplated by framers of security legislation but real and important nevertheless. The mainsprings of that security are in the contacts and activities of the clubs and the friendly participation of clients with staff in discussion of welfare department policies. Thus there is the reassurance of problem-sharing as well as of social contact with others in the same boat.

Each of the three organized groups calls itself a Social Security Club, specifying the division of the department—Old Age, Blind or Widows—of which the members are clients. Any client of a division is eligible to membership, subject to the simple rules which the organization itself makes. While the staff of the department gave some impetus to the original organization of the clubs and still gives them a degree of leadership, the groups go along increasingly under their own steam, determining their own organization policies and developing their own club activities. Members of the staff are usually present at meetings and participate in discussions. There is and always has been a complete candor between staff and clubs. Membership in the clubs is not yet impressive in relation to the whole number of clients but it is growing and expansion is anticipated as leadership develops.

Active organization of the clubs began in 1932 among clients of the Aged Division of the department, when the liberality of the state's old age security allowance—then experimental—was threatened. But the real genesis of the movement was the welfare department's long time ideal of cooperative endeavor between staff and clients. Clients and social workers were accustomed to thinking of each other and consulting each other as co-workers for common aims. The clubs, as they were organized, considered themselves a kind of board representing all who received state and county aid.

THE Old Age Division had a nucleus of leadership in clients who had been men and women of affairs in their earlier years but who now felt that life had closed in on them, leaving them little or no outlet, nothing to do and nothing to give. Thus, the seeds of the Social Security Club, with its opportunity for action, found fertile ground. The immediate activity which appeared most useful towards the purposes of all concerned was a sort of voluntary guinea-pig project, whereby club members would collect evidence of their legitimate needs by carefully recording their expenditures for definite periods.

When San Francisco's budget-making time arrived the Club had available a solid block of evidence, the penny by penny expenditures of its members, to support the department's request for an increase in allowance to the aged—$2.50 monthly on a $25 allowance—in line with increased costs of living. The president of the club attended the budget hearings, presented his evidence to the mayor and the City Fathers, and when the increase was granted tendered thanks in the name of the club for the city's recognition of the needs of the aged.

Following the lead of the old people, the blind and the widowed mothers receiving allowances organized within the Social Security Club. As pioneers and leaders, the Old Age Division often acted as advisers; at the time, for example, when the Blind Division flirted with the adoption of the side-stepping name of Eye Conservation Division and suggested a similar euphemism for the Old Age Division. Members of the Old Age group reacted promptly and unfavorably. If they were going to work for themselves, and for other old people who might follow them, no name connoting less than a frank recognition of their problem would be effective, they said. The Blind Division saw the logic of this, decided to face realities frankly and adopted the realistic name for their own situation.

THROUGH the efforts of the organized blind some degree of unity and harmony is emerging from a difficult situation regarding the law governing aid for the needy blind. In this group, the primary source of dependency may be blindness or old age. Thus, the large difference in the maximum assistance provided by law for these two types of dependency produces considerable dissension in deciding individual cases. Through its legislative committee, the Social Security Club, Blind Division, has studied these difficulties and lent support or opposition, as expedient, to proposed changes in the laws.

Members of the Social Security Club, Widows' Division, have turned, as natural specialists, to family budget study. Working on a budget put out by the University of California, they have subjected it to the most searching of tests—practical experience. After trying it out, they reached the conclusion that at prevailing living costs this budget was too stringent even for the most economical manager. One of their most serious objections was that it pre-supposed as unavoidable a certain shabbiness. Now, say the widows, while an unemployed family may have to be shabby for a time, ultimately, when work comes back, the family will refurbish itself. But the widows have a long pull, and while accepting the necessity of managing with the closest economy, they believe the psychological effect of habitual shabbiness on children to be so bad that it must be avoided, if at all possible.

The Social Security Clubs have also their lighter aspects. Not all the meetings are given over to the discussion of problems. There are parties, warm and friendly, with plenty of opportunity for latent talent to show itself. The Old Age Division sends each of its members a birthday card—a much appreciated attention. One old man practically wore his card out displaying it—it was the first time for fifty years that anyone had noticed his birthday. An old lady of eighty-four, an artist, is giving lessons in

water colors to a fellow club-member of seventy who has always had a yearning to paint. There is a constant exchange of little helpfulnesses between all the members, with the comfortable sense of "belonging"—a new experience to many whose lives have been meager—exerting its universal appeal. The members of the Widow's Division are particularly receptive to organization, with its opportunities for discussion, educational self-betterment and escape from loneliness.

Out of the club members' active sense of participation in projects of the department with which their own interests are allied has grown, naturally, a special set of ethics. From the Old Age Division, for example, came an old fellow with a confession that he had been pinching $3 off his monthly food budget in order to rent a room with a bathtub—making $15 a month rent instead of $12. He feared that this would sound exorbitant—but he did not feel right about having his budget recorded not quite accurately. A similar evasion was practiced and confessed by a member of the Widows' Division, who just had to have a new coat and had pinched it out of various items. The Department advised, with true professional integrity, that "budgets would have no value unless they were founded on actual experience." In the Blind Division, opposition developed when one of the members, who operates a one-man band, sought group pressure to help him get free advertising for his talents. The chairman of the legislative committee of the club, a blind lawyer, suggested that "many seeing people are as hard-pressed as the blind and we should hold ourselves free from the charge of trying to grasp everything within reach for ourselves."

The results of this particular form of client organization are apparent not only in the lives of the clients but in their relationship to the department and to the community in general. The clients themselves find in it not only a congenial social outlet, but a dignified medium for putting their thinking and experience before the staff and the public. Constructive group proposals, backed by the record of actual experience, have gradually been substituted for individual emotional reactions. Little by little the clubs are making themselves felt in the community as zealous interpreters of public welfare work, whose interest is unflagging but whose possibilities as interpreters most agencies, with real loss to themselves, continue to overlook.

Twenty-Five Years Ago in *The Survey* April 1911

THE tragically inadequate protection of New York factory employes, revealed by the Triangle Waist Company fire on March 25, which cost 145 lives, mostly young girls, horrified the country and instantly aroused public demand for safety provisions and adequate factory inspection laws. In New York a Committee on Safety was formed, its secretary, Frances Perkins* of the New York Consumers League.

**Now United States Secretary of Labor.*

THE League for the Improvement of Children's Comic Supplements, Percival Chubb, chairman, held its first public meeting in New York.

"A REFORM measure, giving promise of results . . . is the law to license and regulate public dance halls which has just gone into effect in New York . . . epoch making in the history of public amusement resorts."

"AMERICA has not responded with quite the usual generosity to the appeal for sufferers from the famine in China."

THE New York Court of Appeals declared the state workmen's compensation law unconstitutional in a decision that blocked appeal to the U. S. Supreme Court and necessitated an amendment to the state constitution* before compensation legislation could be enacted.

**The amendment was adopted in November 1913, and the present law enacted in January 1914.*

"I BELIEVE the first great need in social work in Pittsburgh is for the people engaged in it, as also for others, to get at the root causes of social misery and remove them. . . . There is great need for all social workers uniting in a solid body to oppose those forces of evil that are each day rendering ineffective the work which they are doing."—William H. Matthews*, head-worker, Kingsley House, Pittsburgh.

**Now director of the family welfare department of the New York AICP; recently director, New York Emergency Work and Relief Bureau (Gibson Committee).*

"THE annual report to the legislature of the State Board of Charities of New York demands once more a farm colony for tramps."

THE Illinois legislature was considering a bill to abolish the public drinking cup.

GOVERNOR Woodrow Wilson of New Jersey addressed the opening session of the State Conference of Charities and Correction. "Your quest of justice will lead you to the confines of politics."

"THE fifteenth annual meeting of the American Academy of Political and Social Science . . . was given over to the discussing of work risks in modern industry. Subjects were prevention—with an exhibit of safety devices—liability and compensation and state insurance, the last broadening into the topic of social insurance in all its aspects."

THE New York School of Philanthropy announced that the Kennedy lectures would be given by Prof. Frank J. Goodnow* of Columbia University on the subject, Social Reform and the Constitution.

**President, Johns Hopkins University, 1914-29.*

"THE National Conference of Jewish Charities has inaugurated a movement to check wife and child abandonment through a central agency known as the National Desertion Bureau."

"THE most stubbornly contested measure before the Indiana state legislature was the child labor bill . . . passed at the end of the session."

THE Chicago Vice Commission reported a nine-month investigation in fifty-two large cities. "In many conditions were found to be worse than in Chicago, in some they were better."

WILLIAM M. LEISERSON,* "expert on unemployment for the New York Commission on Workmen's Compensation and Unemployment," was appointed librarian of the reorganized Municipal Library Department of Milwaukee. "The first duty imposed on Mr. Leiserson is dealing with the question of unemployment. He has arranged a plan involving the cooperation of the municipality with private associations."

**Chairman, Ohio Commission on Unemployment Insurance, 1931-32; now chairman of the National Mediation Board.*

"I Earned It, Didn't I?"

BY GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *Here we go breaking willing young backs by overloading them with responbility. Consider, for example——*
>
> *The boy of 20 who stood by his widowed mother and five younger children through two years of budgeted work relief but gives up and leaves home under the hopelessness of maintaining them on his $55 security wage.*
>
> *The youth who wants to get married on his WPA wage, the only "security" of his step-grandmother and two elderly aunts.*
>
> *The young husband who doubled up with his wife's relations before they had to go on relief and now must support both families on his security wage.*

"SURELY not Harry Johnson!"

"Yes, Harry Johnson," said Miss Tucker. His mother had just shown her the note he had left on the kitchen table. He couldn't take it any longer, he said, and they'd all be better off if he lit out.

Miss Bailey didn't need to look at the record to remind herself about young Harry Johnson, his widowed mother and her fatherless brood of six, including two pairs of twins. Anyway the record had been closed when Harry, at twenty, had been transferred to WPA as the head of his family. Two years before, Harry had slipped the leash that held him to responsibility, and Miss Bailey well remembered the long patient arbitration which finally brought him back from the sordid lodging house where he had taken refuge from the exactions of his family. A room of his own, he had demanded, with a door that locked, and $5 a week of his work relief wage to be all his own and no questions asked. The real issue, as Miss Bailey saw it, was that Harry was attached to his mother and wanted to stand by her and the younger children, and it was important for all of them that he should. But he couldn't—what boy of his age could, Miss Bailey wondered—unless the circumstances of his daily living were made a little more endurable.

Anyway Harry had come back and for two years had stood by his guns. Ten dollars of his weekly $15 work relief wage had been given regularly to his mother. Home relief had supplemented with rent, milk and clothing and the family had held together.

Then came WPA, and Harry, as the employable member of his family, had been put on a security wage of $55 a month and all supplementation cut off. Miss Bailey had had no news of him since, but he had been to see Miss Tucker twice she reported, and with cold hard figures on the back of a grubby envelope had shown her what she already knew—that seven people couldn't live on $55 a month. "And where do I come in?" With $5 a week to call his own he'd been glad to work and help Ma keep the kids in line. But now, with not a nickel for himself and the kids practically starving besides, what was the use? They'd be better off on relief and he knew a fella who was heading for California where he heard there was plenty of work for a husky guy.

Miss Tucker had not been greatly surprised when Mrs. Johnson brought the bad news of Harry's departure. Now, she supposed, there was nothing to do but reopen the case for direct relief—a pretty big budget it would have to be, even with recent parings down. To have given Harry a hand with the load would have been less expensive in the long run. That was clear.

"The long run." Miss Bailey turned over the words in her mind as she reached for the buzzer to call her secretary. What was the long-run objective of the community for this family? Obviously self-support and decent standards of personal and community responsibility. What was the long-run objective of the family? Exactly the same. What was the soundest foundation on which to build that objective? The strength of the family itself. What was the strongest element in the family? The willingness of the oldest son to accept responsibility.

"And so," she told herself, "we overload him till we break his back. We deprive the younger children of his guidance and of the subtle influence of having an earner in the family. We thrust these children and their mother into complete dependence for years to come. We drive the boy out to the hazards of irresponsible catch-as-catch-can existence on the road, and we, as a community, take on a financial responsibility which the boy would willingly have shared but which he could not carry alone.

"HOW does that old rhyme go 'For lack of a nail a shoe was lost, for lack of a shoe a race was lost . . .' Well, unless I'm much mistaken a good many races are being lost right now because we haven't sense enough to put in a nail. Don't talk to me about the long run, or the short run either. What we need is a good hard look at the whole run—and that is something we apparently won't do."

The problems of boys and girls overloaded with family responsibility are not new to relief workers. They knew them well in the early days of mass relief. But out of experience most of the organizations developed policies by which young people in relief families kept a small share of their earnings for their own purposes whether from work relief projects or regular jobs. Experience demonstrated that in the long run it did not pay to try to force a boy, or a girl either, to put every nickel he earned into the family budget. Sooner or later he either went sour on the family or walked out altogether.

Now, under WPA, the same problems are back again, but complicated by rules that have no flexibility for particular situations which their very rigidity often precipitates. What is more the youngsters of 1936 are not as tractable as those of 1931. They have seen the system at work and a good many of them aren't having any of it.

"Most young people nowadays are willing to take what they consider a fair share of the family load," says a city supervisor, "but they are not willing to let themselves be destroyed. We sympathize with them but sometimes in

protecting themselves they rush into more serious danger than they leave behind. Take our Addie Carter for example. Addie was sixteen when she and her parents came on relief. She wasn't interested in school, couldn't get a job and last year, though she continued at home, fell into pretty shady company. When WPA came along Addie was the most employable of the family—the father is half crippled and the mother half blind—so she was placed on a sewing project. Apparently she buckled down to her responsibility and made good. Then out of a clear sky a hitherto unheard of older daughter turned up with a baby and no visible marriage lines. Addie's wage, stretched from three mouths to five, left no margin whatever for Addie. She flared up and got the whole family by the ears. We are trying to keep out of it, but Addie won't let us. If she could have even $2 a week of her wage for herself she'd stick to her guns, and sticking is what Addie needs most awfully just now, for her own sake if for no other. The sister devils her with brags of what she would do if it wasn't for the baby, the parents are distraught and helpless and Addie's old gang is still going strong. She says that unless something happens pretty soon she's through, that her girl friend has a furnished room where she can sleep and that she'd rather take her chances than go on this way. If Addie clears out, as she probably will, the family will have to have relief and what will become of pretty feather-brained Addie is as plain as the nose on your face. What burns us up is that we know how to save that situation, or at least to hold it steady till time gets a chance to work. But our hands are completely tied by the rules."

IT is not only too-heavy responsibility that is breaking down young morale but, in a growing number of cases, responsibility that is lodged where it does not belong.

"The rush of WPA transfers and the eagerness to get jobs let many people with loose family ties into situations that they cannot support," says a worker in a Mid-West city. "I am thinking of young Bill Carson, just twenty-two, who when he had a job, boarded with his step-grandmother—not eligible for old age assistance unfortunately—and two elderly aunts, chambermaids in a hotel. Between them they kept the grandmother going. Then one by one the jobs folded and last year the household had to go on relief. When WPA opened up, Bill cheerfully took on "head of the family" rating in order to get a job, without in the least realizing what he was letting himself in for. Now he wants to get married. His girl has a job and with his security wage they could get by. But what about the three old women? His wage is their 'security' as well as his, and the only way he can get clear of the obligation is to run out on it. Then he'd lose his job and they'd all be back on relief, just where they started from. And his girl won't marry him unless he has a job. Bill is willing to give $5 a week to his 'family' but he can't see why he, who has no legal responsibility, should swing the whole load. 'It's my job isn't it?' he says. 'I do the work and get the money. Then why can't I decide how to spend it?' The fine line between relief and wages has completely confused him—he isn't alone there. But his only escape from an intolerable responsibility is repudiation of all responsibility—not so good a solution for a boy of twenty-two.

"What can we do about Bill Carson? Not a thing but stand by and be ready to pick up the three old women when Bill steps out from under, as he surely will. Of course it would be better for Bill, the old women and the ultimate taxpayer if we could team up with him on the load. But no can do."

It is not youth alone that is cracking up under the overload of misplaced responsibility which the vast mechanism of WPA has put on it. Other family relationships are being put to a strain which they cannot sustain. In fact, whenever the employed member of a family is not its legal head, difficulty if not breakdown seems almost inevitable.

"We are reaping now the harvest of the doubling up of families that went on before and under relief," says a supervisor who has been through the battle from its beginning. "Such mixed family units are not too good at any time, but relief brought no such trouble as comes in the door with one thin wage to cover two families. The Goldeys and Kents are a good example. Jim Goldey, a none too husky shipping clerk, lost his job about the time his father-in-law, Joe Kent, lost his. Both families had some savings so—to stretch them out—Jim, his wife, Mary, and the baby moved in with the Kents and their two half-grown boys. It was all right as long as the savings lasted, and even after relief came in. It wasn't very comfortable, especially after Joe Kent's old enemy rheumatism laid him low, but at least it was fair enough. Then came WPA and Jim, as the obviously employable member of the household, was assigned to a laboring job. He was glad enough of it, poor fellow, but when he realized how little his $55 a month meant in terms of seven people it wasn't so good. He says that he and Mary and the baby could get by, but that for all of them $55 a month is starvation, as of course it is. And why should he sweat his soul out, he asks, for folks that aren't really his? 'It just ain't fair.' The victim here is Mary. She sees Jim's point, but she's torn between loyalty to him and to 'the folks,' who are nearly crazy at the idea of being turned back to the uncertain mercies of relief. It all boils up in argument and Jim stamps out of the house and Mary cries and Joe Kent curses his helplessness and the two boys escape to the street. Most any day now Jim just won't come back. Because he's unequal to the whole responsibility, he'll throw overboard the responsibility that he is able and willing to carry. Given the way things are and the rule of thumb under which they operate there is no middle ground for him. He has to take all or deny all. If it were possible for us to supplement Jim's wage the family tie would hold and would be an element of strength in the future of all concerned. Now it is being destroyed before our eyes."

SOCIAL workers are increasingly critical of WPA for the rigidity which prevents it from doing as good a job as it could. In its determination not to be relief—and they see a good deal of ostriching in that avowal—it has blocked itself from simple, sensible ways of helping people, ways that are not only financially economical in the short run but socially economical in the long run. "One of the chief purposes of WPA," they say, "was to improve the morale of the unemployed and to foster responsibility and effectiveness. Statistically it is probably accomplishing just that, but behind the averages are people—boys and girls struggling for a foothold in life, men and women doing the best they can against killing odds—who are being battered and broken when WPA, by just a little more imagination and a little less rigidity, could save them for themselves and for the society of which they are a part."

The Common Welfare

Hope Ahead

IT is not news when a President of the United States suspects that there are duplicating and overlapping agencies in the executive branch of the federal government. Other Presidents before Mr. Roosevelt have suspected the same thing and have tried, if somewhat vainly, to do something about it. It is news however when a President appoints three experts in public administration of the caliber of Louis Brownlow and Charles E. Merriam of Chicago and Luther H. Gulick of New York to cooperate with special committees of the Senate and House in this "task of research."

The emergency has added a multitude of new government agencies to those already in existence. It will be the task of the Congressional committees and of the three expert advisers to study old and new agencies alike and to fit together those parts of both which are necessary to meet "the newly realized needs of the nation" into the permanent organization of government. With Congress on record as approving the undertaking, and such a steering committee, one dares to hope that this time something will be accomplished to the end of government efficiency.

The Real Battleground

THE best qualified people the Social Security Board can find are being assembled for the Washington phases of its program. Their caliber leaves no room to question the Board's intention to develop a first-class "career" staff under the merit system. But that is at the top, and the funds which the Board allots travel a long distance down through many levels of officialdom before, as individual benefits, they reach individual beneficiaries. Whatever the intention at the top, the test of realization of the purpose of the Social Security Act will come in this progress down through state, county and community hands.

The Board in Washington has no control over state and local agencies or their personnel. It can and must satisfy itself that a state provides "methods of administration . . . necessary for the efficient operation of the plan," but on the people who actually do the job, their "selection, tenure of office and compensation," it cannot lay a finger. Except for its good example the Board is powerless to influence the quality of state and local personnel, yet by performance at the level where the benefit meets the beneficiary, this personnel will ultimately determine whether this new "security" means something or is merely a different system of bookkeeping for old-line poor relief.

Some states, happily, recognize the importance of competent personnel; a few already have civil service systems. But in a disconcerting number of instances there is slight understanding among officials of what the job really is, or of the fact that it takes more than good party standing to know how to "give a pension."

The real struggle for administration of the Social Security Act by competent, qualified personnel is not in Washington; it is in every state capital and every county seat up and down the country. It should engage the vigorous efforts of every one concerned with the effective operation of the Act and the well-being of the people whom it is designed to aid. In that struggle *The Survey* bespeaks the participation of its readers, one and all. Ground that is not gained in these initial stages is ground lost for years to come. The place to begin is at home; the time is now.

Up, Please

THOUGH New York City's much publicized elevator strike is officially settled, there are still pickets before many buildings. The strike ended with no gain to the workers except the agreement by the Realty Advisory Board to arbitrate the demand for an increase in the meager monthly wage scale from $70-$90 to $78-$98, depending on the type of building. The building owners also agreed to reemploy all strikers except those charged with violence, whose cases are to be arbitrated. Actually, when the strikers reported for work the Monday after the settlement, many of them found their places still filled by strikebreakers. Walter Gordon Merritt, counsel for the Realty Advisory Board, disagrees with the union's interpretation of the settlement and insists that strikebreakers who were promised permanent jobs must be retained. Former service employes are therefore picketing many buildings, their placards reading, "Locked Out."

The small concessions won by the union are largely due to the pressure of public opinion. The Realty Advisory Board apparently believed that public discomfort and inconvenience—interrupted elevator service, unswept hallways, inadequate heat—would defeat the strike and break the union. Instead, tenants and public often stopped to encourage the pickets. In many instances tenants walked up the stairs rather than ride with strikebreakers, and in some buildings tenants' committees were organized to bring pressure on building owners to accept the union terms, resulting in more than 500 independent settlements. At this writing, the work of the arbitration board appointed by Mayor La Guardia is still in process. Some union spokesmen hold that if the board's award fails to grant the demand for a two-dollar-a-week wage increase, New York's "vertical transportation" will at once be paralyzed by another and more serious strike of service workers.

A Statesman for Health

NEW YORKERS, upstate and down, will agree with their governor that what they have lost the nation has gained in President Roosevelt's appointment of Dr. Thomas Parran, Jr., as Surgeon General of the United States Public Health Service. Governor Lehman made a comment as deserved as it is laudatory when he said that as state health commissioner Dr. Parran had upheld the tradition established by the late Dr. Herman M. Biggs.

The breadth and incisiveness of Dr. Parran's leadership in public health is clear from his address on Health Security before the recent annual meeting of the New York Tuberculosis and Health Association. There he invited

his "citizen-partners" to consider three main questions. How level up existing services, raising backward communities to the standards of performance which the more progressive already have proved feasible; finish the job of eradicating tuberculosis; wipe out syphilis as some European nations already have done? How redistribute medical, dental and nursing care so that it will reach the half of the population now unable to obtain it for themselves? Such a redistribution, he added, might come through health insurance; through state medicine, making care available as is public education; or—his own inclination—through liberalizing present medical practice and coordinating it with public health and medical services. And finally, how control the everyday circumstances that are basic factors in health—housing, food, work and working conditions, a living wage? "For surely," Dr. Parran declared, "it seems an unscientific use of our effort and an unbusinesslike failure to order our affairs, when we struggle to control and to cure disease that could be prevented at the source."

Such a view has the ring of the statesman as well as the administrator that Dr. Parran has proved himself in twenty years of varied public service for health. New York may well tell the nation how lucky it is.

Security in the Courts

NEW York courts have handed down three recent decisions which will have repercussions far beyond state lines. The state minimum wage law and the unemployment insurance law were declared unconstitutional, while the Court of Appeals (the highest state court) upheld the right of a municipal housing authority to condemn land for slum clearance and low rent housing.

In the housing case, Judge Leonard C. Crouch held that the legislature, by this law, aimed to correct "unsanitary and substandard living conditions which could not be adequately dealt with by private enterprise." The taxing power and police power have long been invoked to cure or check the "menace of the slums in New York City," Judge Crouch pointed out; however, "the slums still stand." The opinion concludes that in giving a city agency the power of eminent domain, the legislature is justified if the use of the power is "for the public benefit—a public use." A project designed to substitute decent housing for slums is held to be such use.

The state unemployment insurance law was declared unconstitutional by Judge Pierce H. Russell of the State Supreme Court at Albany, who held that compulsory contribution by an employer to be paid as an unemployment benefit to the employe of another "constitutes an unwarranted and unreasonable and arbitrary transfer of the property of one to another in violation of the due process clause. . . ." Judge Russell rejected a petition of the Associated Industries of New York State, Inc., for an injunction, declaring that he did not wish to interfere with the operation of the law before it had been passed upon by higher courts. The case has been argued in the New York Court of Appeals, and an early decision is expected.

The state minimum wage law was held unconstitutional by a four to three decision of the Court of Appeals, based on the Adkins case. In a notable dissenting opinion, Judge Irving Lehman held it to be a source of strength to our scheme of government that the courts "have not been willing to perpetuate a construction after they have been convinced of its unsoundness." He argues further that there is a substantial difference between the minimum wage law thrown out by the Adkins decision and the law under review. In the words of Justice Sutherland:

> The feature of this statute which perhaps more than any other puts upon it the stamp of invalidity is that it exacts from the employer an arbitrary payment for a purpose and upon a basis having no causal connection with . . . the work the employe engages to do.

The New York law, as Judge Lehman points out, chose as a standard "the fair and reasonable value of the services rendered."

The case has been appealed to the U.S. Supreme Court. Meanwhile, the law remains in effect only as it applies to minors. The State Industrial Commissioner, however, warns employers that if the U.S. Supreme Court finds the law constitutional, they will be responsible for the difference between the minimum established for their industry and the amount actually paid to their employes.

Unwanted Visitors

IF the Interstate Conference on Transients and Settlement Laws [see page 120] had been held two years ago instead of last month, and if its recommendations had been put into effect as promptly as they deserve, the situation which Los Angeles has precipitated along the California state borders would not exist. For the City of the Angels has taken the law into its own hands and has sent its policemen to patrol state borders to turn back visitors whom it does not welcome—specifically those without money. With doubtful legality certain states have "quarantined" before this against indigents, but for a city to set up barriers against the free passage of citizens from one state to another is to beard the constitution in its den.

Naturally the action of the city and of Chief of Police Davis has been challenged in the courts, but in the first test Judge Stevens of the federal court ruled, according to press reports, that he was without authority to enjoin Chief Davis' activities or to entertain a suit for damages against him since he was acting as an individual. The Civil Liberties Union at once instituted another court action including the city of Los Angeles along with Chief Davis on the ground that city funds were being used in the operations of the patrol.

The transient dependency problem is very real in Southern California, striking terror to the hearts of the taxpayers. While the FERA'S program was operating some 200 to 400 dependent boys and 1000 to 4000 transient men entered Los Angeles County every month. Now FERA is no more but the tide still moves westward.

There are of course many people in Los Angeles and California who are deeply concerned with the welfare of the hapless folk seeking entrance to the Sunny Clime, and fully aware of the implications of Chief Davis' method of stopping them. But they have no solution to the problem itself. They can only say to the states eastward, "It is your failure to provide that drives these people, hopeless and starving, in search of a better chance."

State compacts, such as were envisaged by the conference last month in New Jersey, and, in the interim, prompt action for relief by the federal government, seem the most intelligent approach to an acute problem.

The Social Front

Labor and Industry

ONLY 127 persons are now doing industrial homework in Connecticut, in contrast to the 5000 or more in February 1934, according to a report on the administration of the new homework law by the State Department of Labor and Factory Inspection. [See *The Survey,* January 1936, page 8.] The new law prohibits homework except under a special permit from the labor commissioner. Permits have been issued only where the homeworker could earn at least 25 cents an hour at the rates set by the manufacturer. The chief difficulty in administering this act is the complaints from manufacturers in two industries that competition from other states, where homework is uncontrolled, resulting in wage rates of only a few cents an hour, is interfering with their business.

South Bend—Another picture of what happens to wage earners and their families as the result of underemployment and unemployment is drawn by a U. S. Women's Bureau study made in South Bend. The data were gathered in the summer of 1932, covering 1468 women and 1399 men, nearly 70 percent of whom were normally employed. With jobs gone or cut to part time, wage cuts, arrears in home payments and insurance, retrenchments in food, clothing, fuel, lighting and medical care, the report shows the undermining of homes and individual morale and points out: "The conditions found in this industrial community are not peculiar to this district. . . . The findings are eloquent testimony to the need of legislation for social security." (U. S. Women's Bureau Bulletin 108. Superintendent of Documents, Washington. Price 5 cents.)

New Units and Practices—Modification of present anti-trust laws and of the duties of the Federal Trade Commission are suggested in the report of a special committee to the Council for Industrial Progress, existing remnant of NRA. The committee recommended that the functions of the Commission be limited to investigation and prosecution, and its judicial functions be transferred to a new and independent commission preferably including not only legally trained experts but also representatives of industry, labor and the consuming public. This body would have jurisdiction over cases instituted either by the FTC or by aggrieved private parties. The committee also reported that it found present anti-trust laws impotent to prevent many "destructive, discriminatory or deceptive competitive practices" and further suggested that the anti-trust laws be amended to make unlawful such practices as the loss-leader, destructive price cutting, selling below cost, and maintenance of unfair labor and working conditions. In accepting the report the Council asked further studies looking to specific recommendations.

Settlement Inquiry—A study of working conditions among settlement neighbors and of any changes in hours, wages, child labor, freedom to organize since NRA and the codes were scrapped, is being undertaken by the National Federation of Settlements. "The purpose is not to prove or disprove that the NRA was good or bad, but to see what effects, if any, some form of governmental control and industrial planning and its removal have had on individual lives." Like the settlement study of unemployment seven years ago, this one will be based on individual case stories collected by settlement workers among their neighbors.

Code Standards—Forty-four industries surveyed in a cross-section study, suggested by President Roosevelt, were found to have maintained substantially the standards set by the NRA codes for labor and fair trade practices. A breakdown in minimum wage standards was found in some industries. The study was finished last November and a copy sent to the White House but it has not yet been released. A summary by Louis Stark was recently published in the *New York Times.* The worst showing, according to this report, was made by the retail trades, in which there was a "very general breakdown of labor and trade practice standards" following the Schechter decision. [See *Survey Graphic,* July 1935, page 333.] It was also found that a larger number of concerns lowered hours than wage standards. Admitting that available child labor data is inaccurate, the report concludes that child labor is on the increase, and is in excess of what current figures show. The best showing as to code hours and minimum wages was found in cotton textiles, iron and steel, can manufacture and wool textiles. At the other extreme are five industries where more than three fourths of the establishments were found to have departed from code standards as to minimum wages and maximum hours: cotton garment, electrical manufacturing, retail trade, ship building and ship repair, wood cased lead pencils. The report is signed by Captain W. P. Roberts, who supervised the study; Ernest Draper, Assistant Secretary of Commerce; Isador Lubin, Commissioner of the Bureau of Labor Statistics; Francis J. Haas, representing labor; H. Ferris White, representing management.

Record and Report — Company Unions: A Study Outline is available through the International Ladies Garment Workers Union (3 West 16 Street, New York. Price 15 cents). It was prepared by the Union's educational department, of which Fannia Cohn is secretary. . . . That the entrance of women into gainful occupations displaces men workers is an "essentially erroneous" idea according to Women Workers and Labor Supply, an analysis of existing data by the National Industrial Conference Board (247 Park Avenue, New York. Price $1).

Relief

TOTAL relief expenditures for 1935, says WPA speaking for FERA, its late lamented forebear, counted up to $1,826,806,008, an increase of $350,239,067 over 1934. The federal share rose from 72.1 to 74.2 percent. States supplied 12.2 and local communities 13.3 percent. Rhode Island drew only 35 percent of its relief funds from federal sources; North Carolina, at the other end of the list, drew 99.7 percent. The average number of relief cases in 1935 was 4,681,828, compared with 4,324,953 in 1934 and 3,566,842 in 1933. The all-time peak was touched in March 1935, with 5,492,921 cases. By November, with WPA in its stride, the number had dropped to 3,446,762.

The Veterans—Newspaper reports to the effect that Harry L. Hopkins has "given pledges" that payment of the bonus in early summer will not affect the status of veterans employed on WPA projects, is denied by Mr. Hopkins who, in a letter to *The Survey* in mid-March said: "The WPA has not yet adopted a definite policy regarding war veterans who receive bonus payments. As soon as one is established I shall let you know."

The veterans' preference case, brought in Philadelphia, which occasioned a flurry in WPA circles in late February, is now before the U. S. Circuit Court of Appeals. No opinion is

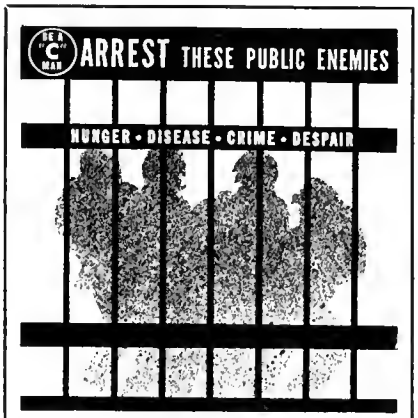
expected before the court rises for its spring recess. In this case, brought by Benjamin Spang, Judge George A. Welch of the Federal Court, Philadelphia District, held that honorably discharged war veterans, their wives and widows, are immediately eligible for all federal work relief projects, regardless of their relief status, and must be given preference thereon. If this principle should be upheld by the higher courts, the basic policy of WPA to give preference to persons on relief would be overthrown so far as veterans are concerned. The attorney who brought the Spang case has filed another suit before Judge Welch which would establish the veterans' right to be the last dismissed from any federal work project.

Woman's Place—The WPA has allotted $500,000 for what it calls the Household Workers Training Program, set up in a number of large cities, through which it hopes to prepare some 7600 girls on relief for private employment. . . . The camp at Bear Mountain, N. Y. for unemployed women, which the New York TERA operated more or less happily for two years, has been taken over by the National Youth Administration, New York region, and rechristened Camp Jane Addams. It will be open to unemployed women factory workers from twenty to twenty-five years of age.

"Unemployables"—The American Public Welfare Association's report of its sampling study of what is happening to unemployables is now available in a pamphlet, What Price Local Poor Relief? by Catherine M. Dunn. (Price 25 cents from the APWA, 850 East 58 Street, Chicago.) It was from Miss Dunn's field studies that material was drawn for the article, Always With Us, by Beulah Amidon in *Survey Graphic,* February 1936, page 107.

Rural Relief—As a further contribution to understanding why people are on relief, WPA's Division of Social Research, Howard B. Myers director, has published Rural Households: Relief and Non-Relief, a monograph by Thomas C. McCormick. It supplements somewhat the monograph, Six Rural Problem Areas, published in midwinter. The present report is based on some 5600 interviews with relief families and some 11,000 interviews with their neighbors, living in forty-seven counties in the agricultural areas of nineteen states. It analyzes the social and economic difference between families who went on relief as early in the depression as 1933 and their neighbor families who had been able to keep off the rolls. Comparisons were made as to size of family, age and sex distribution, education, occupational experience, stability of residence, earnings over the past ten years, and so on. In every trait measured the families on relief appeared on the average to be at a disadvantage, but in certain categories the differences were so slight that "It is not surprising that many who were not on relief in October 1933 have been obliged to go on relief since that time."

The report is factual and leaves it to the economist, the sociologist and the educator to make their own deductions. There are plenty to be made.



Using striking posters for emphasis the Cincinnati Community Chest has enlisted workers for its 1936 Drive as "C Men," to wage war against the four outstanding public enemies—Disease, Hunger, Crime and Despair.

Professional

THE New York Charity Organization Society has invited its members to submit to the analysis of its Bureau of Advice and Information a list of the charitable organizations for contributions to which they claimed deductions on income tax returns. The Bureau supplies to members of the COS confidential reports on all agencies making public appeals for funds. It believes that greater knowledge by contributors, of the service and standards of agencies to which they give, will lead to more discrimination in giving and thus tend to raise the general level of social work.

The Big Meeting—With May 24-30 just around the corner, plans for the National Conference of Social Work at Atlantic City are being made in big figures. More than three hundred individual sessions are scheduled; fifty associate groups will meet; and the local convention hall is ready for them with "simultaneous accommodations" to seat twenty meetings-full, of a hundred to 1800 people each. Eighteen hotels, designated for conference use, are all happily within easy walking distance; or—a touch of unwonted luxury—rolling chairs along the boardwalk will give express service from place to place. Conference headquarters will be in Convention Hall.

The program of the conference proper is organized through five general sessions, four sections—social case work, social group work, community organization and social action—and seven special committees. Speakers at the general sessions are: Monsignor Robert F. Keegan, president of the Conference, on Democracy at the Crossroads; Mayor F. H. LaGuardia of New York and Edith Abbott of the University of Chicago on Public Welfare and Politics; Prof. Parker T. Moon of Columbia University on International Peace and the Common Good; President Harold W. Dodds of Princeton University on Government and the Common Good, and Solomon Lowenstein of New York on National Security—What Price?

Special committees of the Conference, with their chairmen, planning to present programs are: American Indian, Lawrence E. Lindley; Current Relief Situation, C. C. Stillman; Institutional Treatment and After Care of the Juvenile Delinquent, John Eisenhauer; Public Welfare Personnel, Dr. Ellen M. Potter; Social Aspects of Children's Institutions, H. W. Hopkirk; Social Aspects of Housing, the Rev. Edward R. Moore; Social Treatment of Crime, Jane M. Hoey.

Meetings—This year's orchids for meeting-planning go to the National Federation of Settlements which will hold its 1936 conference at Norris, Kentucky, June 3-7—which is to say, at Norris Dam. Delegates will be housed in workmen's dormitories, and a part of each day devoted to examination of the project and its planned community.

The National Tuberculosis Association offers its members New Orleans for this year's meeting, April 22-25. . . . A conference on the tuberculous transient has been called by the Association in Santa Fe, N. Mex., April 29-30.

The National Conference of Catholic Charities will meet August 2-6 in Seattle, together with the National Council of the Society of St. Vincent de Paul. . . . The American Home Economics Association also meets in Seattle this summer, July 6-10. . . . The westward movement will be swelled by the 1936 Biennial Nursing Convention, June 22-26 in Los Angeles. Its attendance at recent sessions has ranged around four thousand.

Boys' Clubs of America will meet May 18-20 in Philadelphia. . . . The annual meeting of the American Society

for the Hard of Hearing goes to Boston this year, May 26-30. . . . A South-Wide Leisure Time Conference will be held in Nashville, Tenn. at Scarritt and Peabody Colleges, May 11-15. . . . The National Congress of Parents and Teachers will convene May 11-15 in Milwaukee. . . . The New Jersey Organization for Public Health Nursing will meet April 24 at Asbury Park.

The sixtieth anniversary of the New York Society for Ethical Culture will carry through the spring with appropriate social and educational activities, including the dedication, in May, of a tablet at Fieldston School to the memory of Dr. Felix Adler.

Boys' and Girls' Week, under a special national committee, will be observed April 25-May 2. Walter W. Head is chairman and S. Kendrick Guernsey, secretary. (Information and manual from the Committee, 35 East Wacker Drive, Chicago.) Boys' Week, originated by the New York Rotary Club, was the progenitor of the national movement.

The American Association for Social Security will hold a National Conference April 24, 25 in New York.

Educational — The Conference on Group Work is giving three spring institutes on group work and camping, led by Abel J. Gregg, Joshua Lieberman and Arthur L. Swift. (Information from James Brockway, 122 East 22 Street, New York.) . . . An outgrowth of the Third International Conference on Social Work, which meets in London July 12-17, is a seminar on social work in the Soviet Union, under the direction of Frankwood E. Williams and Harry L. Lurie. The itinerary begins at New York, takes in the London meeting, devotes the remainder of the summer to Russia, and reaches New York again August 28. (Information from Edutravel, 535 Fifth Avenue, New York.)

News Glances—Beginning with the May issue, *Social Work Today* will be published by the National Coordinating Committee of Rank and File Groups in Social Work, instead of by the Association of Workers in Social Agencies of New York. . . . Workers in public relief agencies in Philadelphia, Minneapolis, Milwaukee and Washington, D. C. have been granted charters by the American Federation of Government Employes, an affiliate of the AF of L.

The Economic Issues Behind the Headlines will be the general subject for this year's Summer Institute for Social Progress to be held July 4-18 at Wellesley College, Mass. Dr. Colston E. Warne, of Amherst College, will head the conference, assisted by Max Lerner, of *The Nation,* Ordway Tead of Columbia University and Alfred D. Sheffield of Wellesley College. (Full information from Dorothy P. Hill, director, 420 Jackson Building, Buffalo, N. Y.)

Teachers and Schools

PLEAS for the "utmost freedom of scholarship and investigation in our schools," attacks on loyalty oaths and on "the unfortunate hybrid—emergency education," marked the largest meeting of the Department of Superintendence of the National Education Association since 1929; a meeting which last month took some 10,000 delegates to St. Louis. Educators urged continuing federal aid for all schools, along the lines of a bill drawn by the NEA and introduced in this session of Congress. The bill asks an annual sum, allocated to the states, in order to give every child a minimum "foundation" education. Resolutions adopted by the convention urge: education of youth aged eighteen to twenty-five; freedom of the schools from partisan politics; opposition to propaganda "weeks"; better educational methods for small schools; a broader tax basis for education; adult education as a recognized public school function; and "economic understanding and experiences suitable to children at every age level as an integral part of our curriculum." The 1936 Yearbook, The Social Studies Curriculum, is a practical handbook dealing with principles and practises in its field.

Study and Record—Problems, methods and practical achievements in leisure time programs are included in Recreation and Education, the report of the International Conference on Workers' Spare Time, held in Brussels last summer, and now published by the International Labor Office (World Peace Foundation, 8 West 40 Street, New York. Price $1). . . . Results of a psychological study of test performances by adults are published by The Commonwealth Fund in Adult Intelligence by Theodore Weisenburg, Anna Roe, Katharine E. McBride (41 East 57 Street, New York. Price $1.40). The study covers language intelligence, educational achievement and non-language tests. . . . A reprint of the report on the "human resources" of the nation, prepared by Goodwin Watson of Teachers College, Columbia University, for the American Council on Education and the National Resources Committee is available through the Council, 744 Jackson Place N. W., Washington.

School Finances — Inadequacy of financial support is held to be the factor underlying many public school problems, in a summary prepared by the research division of the NEA for the Information Service of the Federal Council of Churches (105 East 22 Street, New York). Pointing out that funds in many communities have been insufficient to secure trained teachers, comfortable schoolhouses "and other minimum essentials of education," the report defines these "serious weaknesses in our school finance systems": the narrow tax base from which school revenues have been derived; a disproportionately large share of school support borne by local communities; inequitable distribution of state school support. Last year, when forty-seven state legislatures met, a number of new plans for financing schools were inaugurated, according to a digest of recent school legislation prepared by the NEA (1201 Sixteenth Street N. W., Washington). Michigan, Ohio and Alabama were among the states establishing minimum school programs. State aid was redistributed in New Jersey, Oklahoma, Vermont. A number of states, including Washington, Missouri, North Carolina, Texas, increased state support for the schools.

Against Crime

THE century-old penitentiary on Welfare Island, New York, has held its last prisoner. As early as 1846 its outmoded accommodations were scathingly criticized by a committee of the New York Prison Association. In 1898 a bill for the penitentiary's modernization passed the state legislature and in 1907 preliminary plans were drawn for a new building but no appropriation was made. Last year new accommodations for two thousand prisoners at Riker's Island finally were completed, and in February 1936 the old Welfare Island building was abandoned. In its place will rise a five and a half million dollar hospital.

Outmoded—The New York Prison Association, at its annual meeting, recommended a specific mandate prohibiting, after a fixed date, the use of the old stone cell blocks dating from 1825, in Sing Sing Prison. These cell blocks have been denounced by more than one State Commission of Correction and are admittedly damp, insanitary and vermin-breeding. The Prison Association also recommended a special legislative committee to investigate complaints of police brutality in applying the "third degree," and proposed that, as a first step, prisoners should be brought before a magistrate immediately upon arrest.

Constructive—At a recent Southwest Interstate Crime Conference, delegates from five states endorsed interstate compacts to combat lawlessness in that section, as proposed by Governor

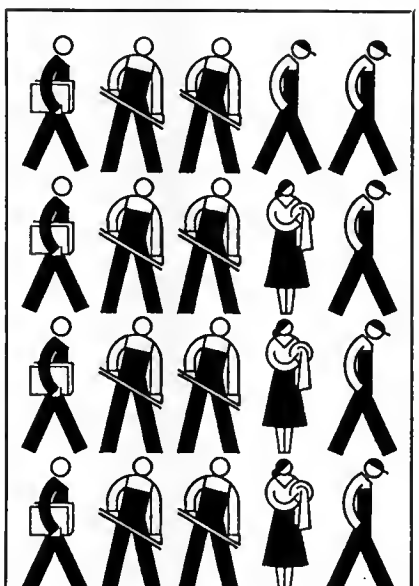
Marland of Oklahoma. Compacts between twelve other states have been arranged, according to J. Edgar Hoover, chief of the Federal Bureau of Investigation. . . . Sanford Bates, director of the U. S. Bureau of Prisons, commenting recently on the too-slow progress of prison reform in the United States, advised study of special island or other remotely located penal colonies, conducted under modern, humane auspices, as a possible answer to this country's growing prison problem.

Unfair—New York's magistrates' courts were endowed for a year or so with mendicancy squads, as a project of the Emergency Relief Bureau. They were discontinued some time ago and now the social worker and doctor assigned to each court to assist the magistrate also have been withdrawn. Magistrate Jonah B. Goldstein attributed to these losses a rise in recent months in street begging and panhandling and a decrease in police activity against mendicancy. He says: "It was unfair to the community to take from the magistrates' courts these social tools. To administer justice in these courts without social service and medical investigations is as impossible as building without building material."

Publications—The report of a detailed New Jersey Jail and Workhouse Survey has been published by the State Department of Institutions and Agencies. (Publication 31, from the Department, Trenton, N. J.) . . . A Survey on Correctional Institutions, Parole and Probation, made by the Osborne Association, Inc., for the Sherrill Commission's Survey of Ohio State Government has been issued. (From the Association, 114 East 30 Street, New York.)

Youth and Jobs

SPECIAL standards to safeguard vocational training in industry (usually called plant training) for which federal funds are used, were recommended to J. W. Studebaker, U. S. Commissioner of Education, by a special committee made up of representatives of labor, employers and state administrators of vocational education. The committee held that the use of federal funds for this purpose is justified only when the program is generally recognized as a part of the public school work of the community; when there is a definitely organized plan of instruction including technical knowledge and industrial information; when the program meets all other requirements of the state plan; and where evidence is on file to show that the work has been adequately supervised. Use of federal funds is not justified, the committee found, where the training is for the purpose of breaking in operatives in newly located industries; where training is confined to manipulative operations; where the training period is far in excess of that usually given by the industry for payroll jobs; where the training is in effect a subsidy for industrial production rather than a benefit for the worker. The report was based on a survey prompted by complaints in regard to labor standards of plant training programs. Commissioner Studebaker accepted all the recommendations, and announced that they are in effect as official policies.



Status of American Youth. (Each symbol represents 1,000,000 youth, 16-24) "To assist communities and youth agencies . . . to develop the best possible programs," the U.S. Office of Education is publishing a series of bulletins based on studies made by its Committee on Youth Problems under a General Education Board grant. The first, of which this chart is the frontispiece, is Youth: How Communities Can Help.

Negro Youth—The facts necessary for an adequate program in the neglected field of vocational guidance and education for Negro youth will be gathered in the course of a national survey under the direction of the U. S. Office of Education. The specific purposes of the survey are to collect information concerning: vocational offerings in schools, colleges, evening and continuation schools and non-school agencies; training of vocational teachers; vocational guidance programs; the students enrolled in vocational courses in various types of schools and colleges; the attitudes of students, teachers and parents toward vocational training of Negroes; the conception of students and educational leaders of the Negro's relation to American economic life. The study will be conducted in about 150 urban and rural areas in thirty-four states. Most of the data will be gathered on inquiry forms through visits and interviews.

The Problem Stated—The first task undertaken by the newly organized American Youth Commission [see *The Survey,* October 1935, page 306], was an attempt to answer the question, What Is the Youth Problem? A preliminary report on the inquiry stresses the need for vocational guidance in secondary schools, as well as colleges, and the need for more adequate training for employment and for citizenship. The report points out that "a serious problem which has grown out of the unemployment situation is that of youth's lack of desire to work. When one has been without a job for many months, even years, the ambition to secure a position gradually subsides. A great deal of social reconstruction will be necessary to combat the waning ambition and energy of youth." Later reports will deal with the programs of social agencies working with youth, and with specific projects which the Commission will undertake on behalf of youth. (American Youth Commission, 744 Jackson Place, Washington, D. C.)

Boys' Eye View—The Burroughs Newsboys Foundation of Boston, in cooperation with the National Youth Administration, is engaged in a study of boys in street trades, not by the usual statistical method but by observation of the boys at work and by informal personal interviews and small group discussions. Fifty young men, assigned by NYA, establish contact with the boys and encourage them to talk freely about their home, school and street experience. Students from the Harvard and the Boston University Schools of Education lead the group discussions and supervise the street work. Recommendations growing out of the study will be, it is anticipated, at the realistic level of the boys' own experience.

Record and Report—Experience of the YMCA in service to unemployed youth, and a review of changing conditions affecting employment are considered in Youth Without Jobs by E. C. Worman, industrial secretary of the national council of the YMCA. [See *The Survey,* December 1935, page 371.] The report deals less with placement than with services "designed to preserve and develop physical fitness and social well-being." (Association Press, 347 Madison Avenue, New York. Price $1.) . . . A study of one hundred clients of the junior consultation service, a joint project of the New York State Em-

ployment Service and the Vocational Service for Juniors, defines some of the problems of young people in search of jobs and how one agency deals with them. (Problems of Unemployed Juniors, by Roswell Ward. Junior Consultation Service, 124 East 28 Street, New York.) . . . The National Occupational Conference (551 Fifth Avenue, New York), announces an Occupational Index, to be published monthly giving a continuous listing of occupational information in current books, pamphlets and periodicals. The index is annotated and classified. . . . A handbook for guidance teachers and counselors is offered by the Pennsylvania Department of Public Instruction, Harrisburg. The manual, Suggestions for Developing Guidance Practices in Secondary Schools, is based on recent studies.

Housing

THE withdrawal of the well-known Louisville case [see *The Survey,* February 1936, page 50], on the eve of argument before the U. S. Supreme Court gave rise to a cloud of rumors. The reason given by the Department of Justice was that the funds originally allocated for the Louisville development had been used for other projects since the court proceedings were instituted and "that it was not proper to submit to the Court for decision cases which, as a practical matter, had become moot." Coleman Woodbury, director of the National Association of Housing Officials, characterized this statement as ". . . insufficient for the simple reason that the question of using eminent domain will be involved in any future plans for low rent housing."

The sudden withdrawal of the Louisville case was, Mr. Woodbury felt, "bad for housing," but by no means a death blow. The day before the withdrawal, the District of Columbia Alley Dwelling Authority obtained a favorable verdict in the first condemnation suit brought to obtain land for its program, though the constitutionality of the grant of eminent domain to the Authority appears not to have been in question. The decision of the New York Court of Errors and Appeals in the Muller case (see page 111) gives firm footing for future developments in the right of instrumentalities of the state to condemn land for housing.

Local Ownership—The four rural-industrial communities now being constructed by the Resettlement Administration will remain in federal ownership only until they are completed, announces Administrator Tugwell. The communities are located at Berwyn, Md., Cincinnati, Milwaukee and Franklin Township, N. J. Three RA projects, located at Tupelo, Miss., and Houston and Beaumont, Tex., have already been authorized for transfer to local corporations. As to the institutional arrangements Mr. Tugwell says: "There will be a non-profit corporation or other local body for holding and managing the properties. When the community is built and local control set up, the federal government will withdraw except as to insistence on such management as will protect those purposes for which we are constructing it and will guard the federal fiscal stake. . . . The land and buildings will bear their full share of state and local taxation and from those tax revenues the schools and other public services will be supported just as they are elsewhere."

On Record—The Research and Information Branch of the Housing Division, PWA, is publishing periodically a digest of current literature in the field of low cost housing. . . . The New York Charity Organization Society (105 East 22 Street, New York) is offering, free, a graphically illustrated pamphlet, Why Abandoned Buildings Should Be Demolished, the report of an investigation by its Tenement House Committee, Sydney Maslen, secretary. Although the investigation was in New York the situation that the report portrays exists in all large cities. . . . The special committee on housing of the Chamber of Commerce of the United States, Washington, D. C., representing private interests only, has prepared a report, Revival of Residential Construction, for submission at the Chamber's next annual meeting. The committee, after examining federal housing activities, concludes that "they should not be continued."

Health-in-Print

WHEN discussion of venereal disease makes its way into the tabloids it's news for health administrators who long have battled for a hearing. When it is presented interestingly and accurately it's news for everyone. *The New York Daily News* gets a blue ribbon on both these counts for a series of articles on syphilis and gonorrhea published in February. The articles, by Carl Warren, won praise from professional health educators and provoked so much interest and inquiry from the public that they are being followed by a further series on prophylaxis.

Periodicals—Two new magazines have made a recent debut. Under the aegis of the American Hospital Association (18 East Division Street, Chicago) comes a reincarnation of the former *Bulletin,* now *American Hospitals,* a monthly. Another monthly, *The American Journal of Socialized Medicine,* comes from The Medical League for Socialized Medicine (1457 Union St., Brooklyn, N. Y. Price $1 a year).

Pamphlets—The John Hancock Life Insurance Company presents Caring for the Sick in the Home, intended "primarily as an adjunct to the instructive visit of the community nurse." (On request from the Company, Boston, Mass.) . . . The Contribution of the Sciences: Proceedings of the Second Institute on the Exceptional Child, edited by Edward Liss, M.D., is available on request from the Institute's sponsor, The Woods Schools (Langhorne, Pa.) . . . An exceedingly valuable report of a comprehensive study, Medical Care and Costs in California Families in Relation to Economic Status, by Margaret C. Klem, has been issued by the State Relief Administration of California (San Francisco.) . . . Offering perspective, The Population Problem and World Depression, by Louis I. Dublin, is published by the Foreign Policy Association (8 West 40 Street, New York. Price 25 cents.) *The Modern Hospital* for February carries an article in the population field, of interest to institutions and individuals other than those indicated in the title, Population Changes That Will Affect Hospitals, by Warren S. Thompson . . . For new reprints and reports on prevention of blindness, consult the National Society for the Prevention of Blindness (50 West 50 St., New York).

Reference—Directory of Psychiatric Clinics in the United States, up to the minute, may be obtained for 50 cents from The National Committee for Mental Hygiene (50 West 50 Street, New York.) . . . A directory of state, city, and full time county health officers is appended to the committee reports and other useful professional data in the 286 page American Public Health Association Year Book. (Price $1.50 from the Association, 50 West 50 Street, New York.) . . . Detective sleuths will want to track milk prices through the Report of the Federal Trade Commission on the Sale and Distribution of Milk and Milk Products, House Document No. 387, Government Printing Office (Washington, D.C.) . . . Budgeteers in many fields may well rise to cheer again for the annual compilation of the Heller Committee for Research in Social Economics at the University of California (Berkeley, Calif.) offering for 40 cents quantity and cost budgets for the family of an executive, a clerk,

a wage earner, and dependent families or children. Based on prevailing popular practices rather than any ideal standard, these budgets show that family expenditures for health care are conspicuous for their paucity or absence.

Women in Uniform

NINETY thousand nurses, not including public health nurses, are being tracked by a questionnaire of the American Nursing Association, seeking facts on incomes and other employment conditions. It is hoped that a report can be made at the big biennial convention of the three national nursing groups at Los Angeles, June 22-26.

What Nursing Is—Two new vocational pamphlets are ready, prepared by the Nursing Information Bureau of the ANA cooperating with the National Organization for Public Health Nursing and the National League of Nursing Education: for highschool students, Nursing and How to Prepare for It; for more advanced students, Nursing, A Profession for the College Graduate. Both discuss the many varieties of nursing and nursing education. (From the Nursing Information Bureau, 50 West 50 Street, New York. Each 5 cents per copy or $2 per 100.)

Scholarship—May 15 is the deadline for applications for the scholarship in health education offered to public health nurses by the Massachusetts Institute of Technology for 1936-37. The grant is $500 for tuition from September to June, but does not include living costs. As in previous years, the NOPHN will select the candidate and will supply further information from its headquarters (50 West 50 Street, New York).

For Merit—At its last annual convention the Pennsylvania State Nurses' Association put itself firmly on record as approving the merit system in government employment, and especially health services, and urged that every effort be made to place under civil service nurses supported by tax funds, state or local. Such nurses, the resolution added, should be required to meet standards set for such positions by national organizations.

Family Meals—New York City's Health Department nurses have taken on a new job of teaching housewives on relief not only the nutritional values of foodstuffs but how their food budgets may be turned into healthful and appetizing meals. For some years, directed by Pauline Murrah, nutrition director of the New York Chapter of the American Red Cross on loan to the Health Department, nurses have received supplemental training in nutrition. That in turn has blossomed into nutrition classes for housewives conducted by the Department's nurses in many parts of the city and individual work in the homes. Nurses in charge of the classes are familiar with the food bargains of the week, and after telling what should be bought, step forward to an electric stove on a table and cook it. The Health Commissioner, Dr. John L. Rice, says that the program adds to the nurses' already heavy responsibilities but is worth while.

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ACCEPTED AMERICAL MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

The Public's Health

MATERNITY caused nearly half as many deaths last year as automobiles, the Maternity Center Association points out, sending out its national call to public and voluntary health agencies for the celebration of Mother's Day on May 10. This year's keynote is—Early and Adequate Care Reduces the Risks of Motherhood: Father Plays a Leading Role. (For suggestions for local campaigns, consult the Association, 1 West 57 Street, New York.)

Beware Diabetes—Re-direction of some of the efforts of public health officials and voluntary agencies is vividly foreshadowed, the *Statistical Bulletin* of the Metropolitan Life Insurance Company finds (Vol. 17, No. 2), in the relative records of tuberculosis and diabetes. Tuberculosis, still far too high, is going down; while diabetes, rising, already exceeds it as a cause of death in one state (Nebraska) and in twelve of the ninety-three cities of 100,000 or more population. In New Haven, Syracuse and Rochester, N. Y., diabetes deaths in 1933-34 exceeded those from tuberculosis by 40 percent or more. It is believed that within ten years diabetes will exceed tuberculosis as a cause of death in the country as a whole. The *Bulletin's* moral: "The organizations which have been built up to combat tuberculosis may well extend their work to the study and control of other chronic diseases." In some places this step already has been taken.

Silver Anniversary—Palo Alto, Calif. has just completed twenty-five years of its full time health department with a showing of protection to life and

health remarkably bright even when the city's advantages of climate, education and wealth are considered. Last year Palo Alto spent 90 cents per capita for the health department and won a first among cities of its size in the national contest sponsored by the U. S. Chamber of Commerce. Among the city's remarkable records for 1935 are: that no resident lost his life in an automobile accident; that only two babies died, an infant mortality rate of fourteen in a population of 16,200, and that there were only six deaths in all from causes classed as preventable. The city voted overwhelmingly to continue a plan, tried experimentally, whereby general tax funds are used to meet any resident's hospital bill to the extent of $2.50 a day, for a period not exceeding three weeks in a year.

Money for Health—"The moral, if any, lies in the figures themselves," declares the *Bulletin* of the Cleveland Academy of Medicine, listing comparative expenditures for health and dependency in its city in 1924 and 1934. During that period aggregate public and private expenditures for dependency rose 602 percent, not including funds for health or hospitals. On the other hand, tax and Community Fund allotments for health and hospitals rose a mere 6 percent.

Complaints—Annual reports of England's Ministry of Health include as a matter of course the working of the National Health Insurance Act. The recently published report for 1934 finds that among nearly 16 million persons entitled to benefits under the Act there arose during the year only 161 complaints by doctors or patients of unsatisfactory relationships. "The comparatively trifling number," the report comments, "and the still smaller number in which default was held to be established, afford evidence of the satisfactory working of the system."

Noisy New York—"Noise does something definitely harmful to everyone in our city," said Dr. Foster Kennedy speaking in a recent symposium on The Effect of Noise in Health and Disease, held by the New York County Medical Society in cooperation with Mayor La Guardia's Noise Abatement Committee. Dr. Kennedy and other speakers found that noise impairs hearing, promotes fatigue, menaces efficiency and in general affects health adversely. Dr. John L. Rice, health commissioner, reported that much of the city's noise is preventable and that education to make New Yorkers "noise conscious," not compulsion by enforcement of the anti-noise ordinances, was proving the most effective way to prevent. Newspapers and the often noisy radio itself are enlisted in the effort, and it is hoped to persuade radio announcers to preface their remarks with a reminder that the family next door doubtless would appreciate it if his listeners tuned down to a considerate level.

What Is Needed—"Mental health administration in the United States is comparable to that of public health administration of eighty years ago," says Walter L. Treadway, Assistant Surgeon General, U. S. Public Health Service (*Public Health Reports,* Vol. 51, No. 8), bespeaking a place for mental hygiene in the federal health program. Such a program, he believes, should include research directed toward the prevention of mental illness and promotion of positive mental health, and the collection of information and coordination of effort of the various kinds of agencies working nationally and locally in this field. "Further studies and observations are necessary before developing a concerted and uniform policy with reference to birth control, human sterilization, institutional segregation, and community supervision."

Security

TWO days after the President signed the deficiency bill, with an appropriation of $34,910,000 to finance the work of the Social Security Board until June 30, money for the government's share in the social security program began to go out to the states. At this writing (late March), twelve states and the District of Columbia are caring for 75,167 dependent children under the Social Security Act. These children are under sixteen, living with a specified relative, usually the mother. Of the plans already approved, the District of Columbia has the highest average monthly payment—$16 a month for each of the 4733 children. Of the states, Maryland, Idaho and Wisconsin with $15 have the highest averages. [See *The Survey,* November 1935, page 323.] Eleven additional state plans are being worked on or have been submitted to the Board.

Five state plans for crippled children's services have been approved by the Children's Bureau, and checks to support them sent to Alabama, Kentucky, Maine, Michigan, Vermont and Wyoming. In Alabama the administration of the crippled children's services is under the State Department of Education; in Kentucky, Maine, Vermont, Wyoming, under the State Department of Health; and in Michigan under the Crippled Children Commission.

Alabama was the first state to receive approval of its plan for child welfare services. [See *Survey Graphic,* February 1936, page 77.]

Insurance Checks—An initial U. S. Treasury check for $181,949.41 was sent to New York's Commissioner of Insurance and Taxation to cover the cost of administering the state's unemployment insurance law from the date the deficiency bill was signed, February 12, through March. Some three million workers are scheduled to receive benefits under the law. Payments of administrative costs for the same period have also been made to Wisconsin, California and the District of Columbia. The approximate numbers of workers covered by these three compensation plans are: Wisconsin, 400,000; California, 1,075,000; District of Columbia, 75,000.

Old Age Pensions—Following a ten to one popular majority in favor of a permissive constitutional amendment in November, Kentucky has passed an old age pension law. It provides for pensions of $15 a month for persons over sixty-five, to be administered through a special division of old age security in the State Department of Public Welfare. Neither financial nor administrative participation on the part of the counties is required. . . . The Social Security Board has approved twenty state plans for old age pensions, and the first checks covering federal participation have been sent out. Several plans are before the Board, including those of Colorado, Florida, California, Massachusetts, Montana. . . . Last month Minnesota's liberalized and strengthened old age pension law went into effect. It reduces the age of eligibility from seventy to sixty-five and extends coverage to non-citizens who have lived in this country twenty-five years or more. Irregular income up to $100 a year is exempted in figuring the pensioner's income. Net value of an applicant's property has been raised from $3000 to $3500, and practically all the disqualifications of the old law such as imprisonment for a felony, non-support of wife and children and so on, have been eliminated. The maximum pension that may be granted remains $30. . . . The Supreme Court of Oklahoma has permanently enjoined the enforcement of the state old age pension law, adopted last year on initiative petition and referendum as a constitutional amendment. The court held that the manner in which the issue was submitted at the special election was invalid.

Kansas Considers—More than one hundred discussion groups in eighty-two Kansas cities and towns located in sixty-four of the state's 105 counties recently concluded a detailed consideration of the

federal social security program under the direction of the Kansas Chamber of Commerce. About one thousand citizens representing practically every vocation and profession participated. The plan followed the established policy of the Kansas Chamber of Commerce of conducting periodic surveys of public opinion on both state and national issues. The material used was largely a condensation of two exhaustive reports prepared by the research department of the Kansas Legislative Council. Reports made by the 104 groups indicate favor for some form of social security legislation, but dissatisfaction with the present program.

Report and Record—The effect of the federal social security program on the public relief load is shown in A Study of Public Relief Cases in Kansas Covered by the Social Security Act, the second of a series of studies of social problems in Kansas and their social and economic costs. Both the material and the form of presentation are of wide general interest (The Kansas Emergency Relief Committee, Topeka.) . . . Administering Social Insurance, by Prof. Herman Feldman of Dartmouth College, published in the *Personnel Journal,* is available in reprint form. . . . The American Public Welfare Association (850 East 58 Street, Chicago) offers a Digest of Social Welfare Legislation, 1935, by Marietta Stevenson and Susan Posanski. Price 35 cents. . . . Unemployment Compensation is the theme of the current issue of *Law and Contemporary Problems,* the quarterly published by the School of Law, Duke University (Durham, N. C. Price 75 cents). It includes discussion of the theory and the provisions of both federal and state legislation, administrative problems, the relation of compensation to relief, and so on. . . . The California State Relief Administration has published a Survey of Agricultural Labor Requirements in California, 1935, which illustrates the type of information needed where there is a "policy of providing qualified workers from the relief rolls when private employment is available."

Among the States

STARTING off with the words of George Santayana, "Those who cannot remember the past are condemned to repeat it," Unemployment Relief in Pennsylvania, the third annual report of the SERB, reviews the whole story of the five-year struggle with its frequent repetitions of experience because someone did not remember. There is, too, a look over the shoulder at public relief before the depression and an analysis of the major mistakes—some of them very naïve in retrospect—which characterized America's approach to unemployment. This section of the report is good sound reading for everyone. The record of 1935 is one of effort to consolidate gains and strengthen administrative procedures in the face of financial uncertainty and changing policies.

Since this report was prepared by and reflects the experience of Robert L. Johnson, the business man (associated with the magazine *Time*) brought in by Governor Earle as executive director of the SERB, the recommendations are significant. They amount to an application of the principles embodied in the AASW platform adopted in Washington in February. [See *The Survey,* March 1936, page 69.] Mr. Johnson urges a long range program including security measures and public works, with direct relief as "the last . . . and unbreakable line of defense." For the immediate situation he urges, among other things, federal grants-in-aid for direct relief on a basis to permit planning for a year ahead; state appropriations to care for all persons eligible for old age, blind and mothers' assistance; adequate relief paid in cash; and a strictly enforced merit system for public relief employes.

Mr. Johnson resigned his SERB post in January and returned to New York. Readers of his report should supplement it with his two articles, A Business Man Looks at Relief: Politics vs. Efficiency, in the *Saturday Evening Post* of March 21 and 28.

As Expected—To no one's surprise the New Jersey ERA, never very deeply convinced on the virtues of cash relief, reverted in March to the grocery order but with certain relaxations from the old regulations which limited food selection to specified items. Clients may now choose whatever they want, except alcoholic beverages. They may if they like use only part of the total order, instead of all of it at once as formerly required, but orders must be presented within a week of the date of issue and must be used up within two weeks. Clients may patronize any of the seven thousand approved stores but an order must be used in its entirety at the store where it is first presented. Grocers are forbidden to let clients have any cash, however little, or to use food orders to reduce outstanding client indebtedness.

County Work—The Kansas ERC reports an increasing number of counties conducting work relief projects of their own for employable persons not called by WPA, with wages paid from county poor relief or road funds. Sedgwick County has twenty-eight such projects employing some 1100 persons. The cost of supervision and materials is met by the local body sponsoring the project—township, school and park authorities for example—and wages are paid by the county. Clients work out 50 percent of their deficiency budgets at a rate per hour comparable with the WPA rate for common labor. The pay warrants average $5.20 per week.

Complaints—The Minnesota ERA had a "complaint load" last year of 10,378, though many of them were duplications, the activities of chronic letter writers. Some 2552 were of such a nature that they were taken up with the counties. About 5 percent were found to be justified. During most of the year the grievances were related to inadequate budgets, the requirement of exhaustion of resources for eligibility and budget deductions for small regular or occasional earnings. With the coming of WPA the ERA became the general depository for complaints against wage levels, job assignments, payroll delays, the whole government assistance program and the economic order. . . . Less than one complaint per thousand relief cases reached the Washington State Department of Public Welfare in 1935 and many of them traveled a long way around before they got there. President Roosevelt got a goodly proportion of the complaints as did also Harry L. Hopkins and Mrs. Roosevelt.

No Gardens—The Pennsylvania SERB has notified its local boards that "with no federal funds available for the Thrift Garden Program . . . there is no possibility of our repeating the efforts of the last two years." The SERB, which last year expended $275,509 on its garden projects, is hopeful that individuals or private agencies will step into the breach with programs.

Intake Plan—The Washington State Department of Public Welfare is experimenting in fourteen counties with a central intake office for all state and local public services. The division between state (social security) and county (relief) services has confused applicants and occasioned much duplicating office work. The central intake plan will, it is believed, mitigate these difficulties.

Job Refusals—The Illinois ERC has ruled that, in case a client refuses WPA employment without apparent justification, relief may be continued for only two weeks while an investigation of his reasons is made. If a shorter period reveals that the client is at fault and if he refuses to reconsider, the case is closed immediately. . . . Peabody, Mass. has an "apron brigade" of men who, failing to support their families on their WPA wage, are sent home to do the housework while their wives are

assigned to jobs and places of their own on the payroll.

Research and Record — Growing out of a demonstration project "for the development of comprehensive statistics of welfare administration," the Division of Research of the New York State Department of Social Welfare has issued Handbooks for the Collection and Tabulation of Statistical Information (1) from private institutions, (2) about children in foster care by the department, (3) about hospital inpatient service, and (4) from dispensaries and outpatient departments.

A Compilation of Settlement Laws of All States in the United States by Harry M. Hirsch, assistant commissioner, and an analysis of the New York state settlement law, with interpretation including case illustrations, by Haskell C. Jacobs, TERA consultant, are recent publications clarifying a subject too often obscured in legal jargon. (From the New York State Department of Social Welfare and the New York TERA, respectively, both at the State Office Building, Albany.)

Conflict Areas

THE year 1936 sees increasing tension and "labor troubles" in many fields, and, at the same time, the development of new agencies for composing differences between employers and employes.

Labor Board—A summary of its work for January by the National Labor Relations Board showed that the board and its twenty-one regional offices received petitions in 109 new cases involving nearly 20,000 workers. In the same period the Board closed eighty-five cases, the largest number in any month to date. These cases involved more than 26,000 workers. During the month, fourteen strikes were handled, two-thirds of them settled. Nearly 1300 workers were reinstated after strikes or lockouts, and four threatened strikes were averted by the Board's action. [See *Survey Graphic,* April 1936, page 220.] . . . The decision of the Board in the important Atlanta Woolen Mills case ordered the reinstatement with back pay of seven mill workers, against whom the Board found the company had discriminated because of membership in a union, or failure to join a plant organization known as the Good Will Club. The Board also ordered the company to "cease and desist" from requiring job applicants to tell their union affiliation and to abandon practices discouraging membership in the union. The Board dismissed the complaint's allegation that the company has in the past dominated the Good Will Club; and also the complaint of alleged discriminatory discharges of six other workers. In February there were sixty-five new cases, involving about 5300 workers. . . . When the Labor Board refused to accept the position taken by Jones and Laughlin, a Pennsylvania steel company, that it is not engaged in interstate commerce, the company withdrew from the hearing in which it was charged with violating the Wagner Labor Act. Earl F. Reed, counsel for the company, stated that he and his clients were "standing on our legal position" that the Wagner Act is unconstitutional. He added, "The company takes the position that it has the sole right to hire and fire."

Rubber Strike—The strike at the Goodyear Plant in Akron, Ohio, which began as a "sit down" in February [see *The Survey,* March 1936, page 78] and developed into a "regular" strike involving some 14,000 workers was settled under an agreement guaranteeing reemployment for strikers without discrimination, with a thirty-six-hour week in some departments and a maximum forty-hour week in all others. A verbal supplement set up machinery for settling grievances. There is no wage provision in the agreement. At this writing, it has been signed only by the union, not by the company. Professor Donald Anthony, head of the economics department at the University of Akron, comments, "Whether the settlement is a victory for the strikers or not, depends on the ability of the union to put teeth into its enforcement. At present the morale of the men is high and the union has a large membership. This may put meaning into the agreement."

On the Railroads—Some progress is reported at this writing in negotiations between the Railway Executives Association and the management committee on principles to be adopted in protecting railroad employes displaced by unifications or consolidations. Conferences have been in progress since January. Legislative proposals to this end are embodied in the Wheeler-Crosser bill introduced in this session of Congress.

Transients

SPONSORED by the commissions on interstate cooperation of the states of New Jersey, Pennsylvania and New York the interstate conference on transients and settlement laws, held last month at the State House, Trenton, N. J., broke ground for a new approach to vexed and related problems. Some 175 delegates from twenty-one states and a number of federal agencies participated in a two-day program which reviewed the problem of transiency, its extent, treatment and broad social implications, and discussed the possibilities of interstate cooperation in their legal, industrial, social, financial and administrative aspects. The final action of the conference was to name a continuing committee—chairman, Harold C. Ostertag of the New York commission; secretary, Dr. Ellen C. Potter of New Jersey—to follow up and effect action on the resolutions adopted. The resolutions called on the federal government to accept immediate responsibility by means of grants-in-aid for the relief and employment of transients through permanent departments of state and local governments, and urged pressure on federal and state authorities and on Congress to this end. They outlined certain principles for the reorganization of state relief laws as an objective, but as immediate action urged the principle of "reciprocal agreements between groups of two or more states which shall encourage uniformity of practice." The continuing committee was charged with the obligation to study and report on possibilities for agreements and on the problems arising in the negotiations and practices between the states. The March issue of *The Transient,* published by the National Association for Travelers Aid and Transient Service (1270 Sixth Avenue, New York, six issues a year for 50 cents), contains the full text of the resolutions as well as two important papers presented at the conference, one on the legal aspects of interstate cooperation in relation to transiency by Haskell C. Jacobs of New York, the other on administrative and financial aspects by William J. Ellis of New Jersey.

"Send 'em Home"—Sidelights on what happens to transient youths "shipped" home is contained in a study compiled by the Washington State Department of Public Welfare, Olympia, and published (mimeographed) as Monograph No. 8. As an evaluation of its transportation policy the department made a careful follow-up of 156 federal transients, aged twelve to twenty-eight, most of them on their "first trip," for whom transportation had been paid to homes in thirty-six different states. Although 70 percent of the men and boys left home again, only a few returned to the road; the rest left for a definite objective such as school or a job. The least satisfactory adjustments seem to have been made by boys who had taken French leave from institutions.

Citizen Backing—Florida, with the aid and comfort of a state-wide citizens' committee of fifty-two members, James Donn, chairman, is trying to develop a long range plan for its overly generous quota of transients. The committee's

first report to Governor Sholtz, available from the executive secretary (Henry Redkey, Exchange Building, Jacksonville), reviews briefly the study which led to the conclusion that nothing short of federal grants-in-aid to the states is adequate to treatment of the problem, and presents a series of recommendations for federal legislation and state plans, most of them hinging on an amendment to the Social Security Act to provide a new section, Grants to States for Aid to Transients. A bill (S.4264) proposing such an amendment has been introduced into the U. S. Senate by Senator Trammel of Florida.

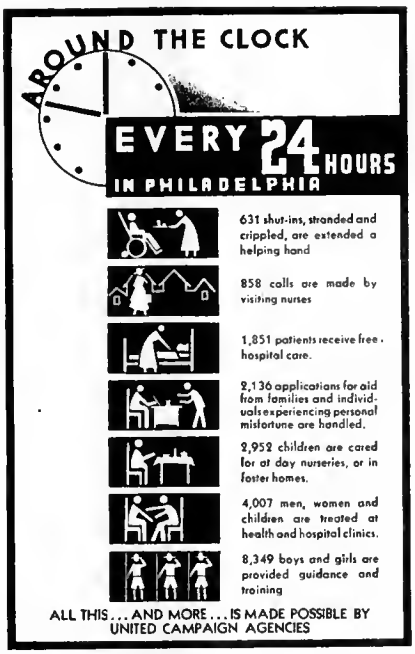
Campus Issues

MARYLAND'S Circuit Court of Appeals last month handed down an opinion confirming the order of the trial court that the University of Maryland admit a Negro student to the Law School. The student, Donald Gaines Murray, has been in the Law School since September, under the court order enabling him to enroll pending the appeal. The suit was the first one filed in the campaign of the National Association for the Advancement of Colored People to secure equal educational facilities in separate school systems. The court held that the state was obligated to furnish equal facilities to white and Negro students, and since no law school is provided for the training of Negroes, they would have to be admitted to the Law School of the University.

In the Highschools—A similar suit was filed last month in the same state by Margaret Williams, a 14-year-old Negro girl, seeking admission to the Catonsville highschool. Her father joined with her in the suit as a taxpayer. The girl's application for admission was refused by the Maryland State Board of Education. In Baltimore County, where the school is located, there are eleven highschools for white students, none for Negroes, though the county has a Negro population of 1453 between the ages of fourteen and twenty. The practice has been for the county to pay the tuition of Negro students in the Negro highschool in Baltimore, allowing them 20 cents a day for carfare. No provision is made for lunches, and the carfare allowance is inadequate for students living at a distance. White children are admitted to the highschool on their elementary school certificates. Negro children are required to take examinations set and graded by officials of the white schools. Less than half the children who take these examinations succeed in passing.

Drill—At the largest faculty meeting in several years, University of Texas authorities by a 154 to 31 vote rejected the plan for an engineering unit of the ROTC. Aggressive student opposition to military training had been expressed through religious organizations, political clubs and other student groups, and in the campus paper.

At Ohio University (not to be confused with Ohio State University) the board of trustees in a closed meeting voted approval of a ROTC unit. Students and alumni were not permitted to express their opinions for or against.



The United Campaign for Health and Humanity is the slogan for Philadelphia's drive to raise $4,488,000 for the support in 1936 of 141 agencies, members of the Community Fund and of the Federation of Jewish Charities

People and Things

THE Social Security Board is steadily reaching out over the country for social workers for its permanent staff. Walton Hamilton, on leave from Yale University Law School and Ewan Clague, from the Pennsylvania School of Social Work have been chosen director and assistant director, respectively, of the Bureau of Research and Statistics. Helen Jeter, from the American Public Welfare Association, will work with them. Newcomers to the division of federal grants to states for the aged, the blind, and dependent children, of which Jane M. Hoey is director, are: Elizabeth McCord of Philadelphia, Ernest Witte of Nebraska, Katherine Lowrie of Detroit, Helen Bary of California and Amy Tapping, recently with the FERA in Arkansas and Tennessee. Albert H. Aronson directs personnel.

Appointed—E. R. Cass, general secretary of the Prison Association of New York has been appointed by Governor Lehman to membership on the State Commission of Correction, an official body with important powers relating to public institutions "housing sane adults charged with or convicted of crime, as well as witnesses and debtors." . . . The American Municipal Association has installed Earl D. Mallery as its full time representative at Washington, making it possible for "five thousand cities to carry problems involving cooperation with the federal government directly to the nation's capital." . . . Pardee Lowe from Stanford University, Calif., who wrote Chinatown's Last Stand [see *Survey Graphic,* February 1936, page 86], has been appointed to the New York office of the International Secretariat, Institute of Pacific Relations.

Governor Earle of Pennsylvania, who appointed Dr. J. Evans Scheehle as Commissioner of Welfare, recently transferred him to the Forests and Waters Department, because ". . . the Welfare Department is at a crisis." The governor then appointed John D. Pennington, superintendent of the Huntingdon, Pa. reformatory as Welfare Commissioner, in his determination, he said, "to find the best man in the country to fill the post." Dr. Scheehle later resigned from the post to which he had been transferred.

Leaders—The Russell Sage Foundation has elected to its board of trustees Harry Woodburn Chase, Chancellor of New York University. . . . After twelve years of distinguished leadership as president of the American Social Hygiene Association, Dr. Edward L. Keyes has resigned but will continue as chairman of the Association's general advisory committee. Ray Lyman Wilbur, president of Stanford University, is the new president. . . . A new department of public health has been established in the University of North Carolina, in cooperation with the State Board of Health, with Dr. Milton J. Rosenau, formerly of Harvard Medical School, as director.

Boston Doings—Boston's first Community Federation campaign topped its $3,700,000 goal by a good $26,000. At the dinner celebrating the successful conclusion of the eighteen-day drive Otto Bradley, director of the Federation, drafted last summer from Minneapolis, was declared a "legal son of Father Boston," with adoption papers and everything.

The Provident Association has a new president, William DeFord Beal, who succeeds Russell G. Fessenden resigned after twenty-five years of service. . . . Robert Treat Paine Storer is the new president of the YMCA, succeeding the

late T. Grafton Abbott. . . . Eleanor Jarvis Calver, medical social worker at Roosevelt and other New York hospitals has joined the social service staff of the Boston Dispensary. . . . Frederick C. Monroe, for three years associated with the Metropolitan Chapter of the American Red Cross, has been appointed executive director, a post in which he has been acting since Dr. Arthur B. Emmons resigned last spring.

The Bethesda Society, founded 120 years ago, has dropped its old name and has taken as its corporate title Orchard Home School, the name of the institution it has conducted for the past seventeen years. . . . The Greater Boston Federation of Neighborhood Houses also has a new name, United Settlements of Greater Boston.

Deaths

THE sudden death, in mid-March, of Edgar Sydenstricker, director nf research of the Milbank Memorial Fund, New York, brought sorrow to a wide circle of friends and with sorrow a sense of serious loss for the profession he so ably served. Nowhere outside of his immediate personal and professional circle will he be more missed than in the office of *The Survey* where his warm generous personal qualities, the clarity of his mind and the soundness of his judgments made him an invaluable counselor in the field of public health and medical economics. Articles from him were always welcomed by *Survey* editors and equally by *Survey* readers.

Mr. Sydenstricker's early training and experience were in the statistical field. He was appointed the first public health statistician in the USPHS and in 1923 went to the League of Nations to initiate the statistical work of its international health organization. Since 1928 he has been associated with the Milbank Fund, and identified with the public health studies of President Hoover's Committee on Recent Social Trends and the study of economic risks arising from ill health, made for the Committee on Economic Security.

CAROLENA M. WOOD, who, with Jane Addams and Dr. Alice Hamilton, was among the first to enter Germany after the War, for relief work among German children, died last month.

SARAH LANDMAN DREYFUS, at one time field secretary for the National Council of Jewish Women and active with the American Red Cross during the war, died recently.

ANNA T. DUDLEY, founder and first vice-president of the Chicago Visiting Nurse Association and active for many years as chairman of the Day Nursery Section, Chicago Council of Social Agencies, died recently in France.

Readers Write

"I Do Solemnly Swear . . ."

TO THE EDITOR: Are you interested in Teachers' Oaths? I had to take one recently. Most of my friends are riled at having to swear allegiance to the Constitution (in principle I am also irritated), but this year one does not rebel. I tried to feel happy in the knowledge that legislatures thought teachers might be of some importance.

Asked to appear at the executive's office at a certain hour, I was on time. The executive was for the moment engaged, but his secretary explained that very soon I might sign the Oath of Allegiance. In the meantime, she suggested, I might like to read over what I was soon to sign. This seeming logical, I accepted the paper and began absorbing the weighty words of the legislature. To my surprise, I discovered that I was to swear to uphold both the Constitution of the United States and that of the State. A serious soul, I had, the day previous, actually reread the Constitution of the United States, but, not being fully warned, had not delved into the mysteries of the one for the State. Therefore I asked the secretary to let me have her copy for a hasty reading. She had none. Asked how I could be expected to swear allegiance to something I knew nothing about, she replied that it was just a form! She admitted her embarrassment, but said that no one before had ever thought of asking for the State Constitution. She intends to secure a copy for the office.

All of which simply shows that, although the swearing of allegiance to constitutions is not sinful, it is nothing more than another empty form. Why the teachers should have been selected as potentially a dangerous and subversive influence is beyond my comprehension. If I had expectations of revolution, I should look toward the underpaid workers, and not toward the educators. The Red Flag is not likely to be lifted by the opponents of the split infinitive.

KEN CAMPBELL

An Invitation

TO THE EDITOR: Please allow me to call the attention of your readers to the observances planned for the seventieth birthday anniversary of Dr. Henry R. Linville.

All who are familiar with public school questions will recognize in Dr. Linville an outstanding champion of teachers' rights and better educational conditions during the past three decades. Through the Teachers' Union of New York which he organized and led for so many years, and latterly through the Teachers' Guild, he has been a responsible leader in nearly every determined fight against evil conditions under which teachers have worked and education has gone.

In 1921 Dr. Linville resigned as head of the biology department of the Jamaica High School to give his entire time to this cause, thus relinquishing his right to a pension. One part of the present celebration is an effort by his many friends to provide through voluntary contribution a pension fund for Dr. Linville's declining years. It is but a small tribute to great unselfishness. All are invited to share in this remembrance. Dr. John Lovejoy Elliott, Room 1709, 104 Fifth Avenue, will receive contributions.

WILLIAM H. KILPATRICK
Teachers College
Columbia University

In Our Midst

TO THE EDITOR: Frau Dr. Erna von Abendroth, a leader among German women in the field of public health and founder of the training school for nurses in Dresden is lecturing in the United States under the auspices of the Carl Schurz Memorial Foundation, a traditionally liberal organization. Upon the recommendation of members of the Chicago Chapter of the American Association of Social Workers, she was invited by the president and the executive committee to speak at an open meeting on March 6, for which notices were sent out. The day before the meeting members of the chapter received cards signed by the president stating, without explanation, that the lecture had been cancelled, but that the meeting would be held anyway.

Inquiry developed the following circumstances:

1. The chapter president had been bombarded by protests, some in abusive language, some threatening, some anonymous, demanding that Dr. von Abendroth be not heard.

2. The executive committee was not consulted before the engagement was cancelled.

3. Those who admittedly had protested assumed that Dr. von Abendroth's expectation of return to Germany was sufficient evidence of her partisanship. There is no proof on that point.

4. There was, at the meeting itself,

active and courageous criticism of these attitudes and procedures.

5. Those responsible for the cancellation have not resigned on the issue and Dr. von Abendroth has not been reinvited.

It is certainly to grieve when trusted leaders of the social work profession succumb without apparent resistance to methods of pressure which are essentially identical to those of the DAR or the American Legion.

Since when are social workers so stupid or lacking in self-control and objectivity that they cannot be permitted to listen to a Nazi or a Communist or a Liberty Leaguer or a gang politician? Even if the speaker be a propagandist why not enjoy a courteous heckling of him—or even conceivably open his eyes to how we feel? Any member who couldn't "take it" should be free to stay away.

To the writer it seems that the tactics of the protestants are not only contrary to American, liberal, and social work traditions but have tended regrettably to produce or confirm anti-Semitic, anti-American, and anti-social-worker prejudices in various quarters.

THOMAS D. ELIOT
Northwestern University

TO THE EDITOR: The statement entitled In Our Midst, which you have so courteously submitted to me for comment is based on fact.

The lecture had been planned for an open meeting of the chapter to which nurses and medical social workers had been invited. Some of the protests received, many of them anonymously, were patently the result of organized effort. Many, however, were from members whose feelings and judgment I respect.

After consulting seven members of the executive committee, I assumed responsibility for cancelling, very reluctantly, the lecture of Dr. Erna von Abendroth the day before it was scheduled to occur.

My decision to cancel the lecture was based upon two points, and but two; first, to prevent a guest speaker and the Carl Schurz Foundation, under whose auspices she was to have spoken, from being subjected to the rudeness and indignities which had been threatened; second, to avoid causing any affront to those members of the chapter who had insisted that the reception of Dr. von Abendroth by social workers constituted approval of the National Socialist Party of Germany and all its policies and objectives.

Protests, many of them, have been received since the meeting; some deplore "an intolerant attitude" and some, from people refusing to identify themselves, apparently resent having been prevented from making the meeting into a Roman holiday.

And all of this happened when the city of Chicago and the state of Illinois were confronted with the most serious social work and social workers' crises of our history.

JAMES T. NICHOLSON
Chairman, Chicago Chapter
American Association of Social Workers

Sociology Made Graphic

TO THE EDITOR: As a teacher of sociology I am always on the lookout for vital material which will arouse interest and challenge the thinking of my young people. When pupils demand "What do I *get* out of this," instead of "What can I give"; when education is secularized to the point where the "job" of teaching just "goes round and round," resultant citizenship cannot be of a high order. I am convinced you can't just teach sociology—you must live it. Youth must venture beyond the confines of complacent and self-centered living. There must be voluntary acceptance of social, moral and spiritual obligations. A new birth of mental and spiritual freedom will vitalize whatever is worthwhile in a traditional inheritance, yet enable young people to meet honestly and fearlessly the complex issues of this new day. At the outset they may be able to do only small things, in an awkward and self-conscious manner; as teachers we must show them how to do great things in a simple and unassuming manner. I am not seeking uniformity, yet stressing interdependence. I am using interreligious and interracial material. In this category are your publications. Of all my material they are in greatest demand. They are good working tools for apprentice social surveyors. "Miss Bailey," for instance, is a splendid example of high living at lowly levels. Such articles make a survey course really graphic.

RICHARD L. MITCHELL
Von Steuben High School
Chicago, Ill.

Values: Human vs. Property

TO THE EDITOR: For several years it has been customary for propagandists to dogmatize certain invidious distinctions between so-called "human rights" and 'property rights." But it is surprising to find responsible social workers supporting such fallacious contrasts.

I refer to a statement in *The Survey,* for February, page 39, in which Beatrice G. Rosahn endorses the statement of Abraham Goldfeld: "It would be a shorter and easier process to instill business sense into someone who by habit places human values above property values than to create social vision in one whose whole life has been devoted to securing cash profits."

I am concerned here only with the wholly unscientific and, as earlier suggested, invidious distinctions between so-called "human" and "property" values or rights.

Of course property has or can have no values or rights *per se.* It is human rights and human values, which include so-called property rights, which give values to property and even to money or "cash profits."

"You take my life when you do take the means whereby I live," says Shylock. Human values include, of course, many kinds—values of health, religion, progeny, liberty, security. And, no less obviously, under varying conditions of custom and understanding different "weights" are assigned to one or the other of these classes of values—as the lives of martyrs, reformers, aesthetes, robbers, philanthropists, patriots witness. From pursuit of these values arise claims for rights.

It would, of course, be entirely logical to insist that the human rights of certain dependent children to specified kinds and degrees of protection and education shall be realized at the expense of the human rights of certain prospering persons to certain measures of their incomes or stored wealth. That, of course, has been for ages the actual social process underlying not only public taxation but tithes, philanthropy, and many other forms of mutual aid.

Elsewhere, in the same issue of *The Survey,* Frank C. Bancroft speaks of the "indescribable and unabated chaos" he found in a certain field of social work—which he found a "confused realm of activity." Perhaps such conditions of chaos and confusion are as yet inevitable in this great area of infant public works. But surely they are not helped by the prevalence among sympathetic humanitarians of the kinds of wishful thinking which have provoked the above comments. DAVID SNEDDEN
Professor Emeritus
Teachers College, Columbia University

Storm Echo

TO THE EDITOR: The article, Storm Over Minneapolis [see *The Survey,* February 1936, page 44], caused much comment here. It was reprinted in full in *The Minneapolis Journal,* the only instance I recall of a magazine article so reprinted by our local papers. Several of the workers in the Department of Public Relief commented on the helpfulness of the article in giving them perspective on the situation and as showing without prejudice what it was all about. ANNE FENLASON
University of Minnesota, Minneapolis

Book Reviews

American Foundations

WEALTH AND CULTURE, by Eduard C. Lindeman. Harcourt, Brace. 133 pp. Price $3 postpaid of *The Survey*.

IN my judgment, Mr. Lindeman's book is interesting as an exposition of his social philosophy in relation to wealth, its accumulation and redistribution, rather than as a study of foundations. In the light of this philosophy, the author expresses, usually in the form of factual statements, judgments and opinions regarding foundations, some of which are reasonably accurate, some not, and few of which appear to be supported by strong evidence adduced from the author's prolonged study. I should be happy to believe, for example, that, "Very few important cultural projects are consummated in this country without having experienced either the direct or indirect impact of foundation philosophy and influence." But I fear that that is over-statement.

Mr. Lindeman devotes much space to an attempt to classify foundation disbursements within ten fields of activity, of which he lists education, health, and social welfare as the most important. This classification is admittedly inaccurate, a fact for which he seems to blame foundation bookkeeping. Unfortunately, no definite line of demarcation between these fields is possible. Is a foundation grant of $100,000 to a medical school in England a contribution to education, to health, to social welfare, to international relations, or to all four? Can bookkeeping answer this question? And of what importance is the answer in an estimate of the value of foundations?

Chapter V, Who Decides Where the Money Is to Go?, deserves a word of comment. Are we to understand that it is reprehensible for a foundation trustee to be educated, intelligent, experienced, and successful? To be a graduate of Harvard? To be a Baptist or a Methodist? To be 56.7 years old? Would an uneducated youth of 23.2 years make a better trustee? Or are these merely irrelevant facts unearthed and therefore presented?

Finally, it is pertinent to ask what Chapter VI, How Do Individuals Distribute Their Surplus Wealth?, has to do with foundations? As an independent essay it is delightful; but why not devote it to the effect of foundation effort on rural life in America or to a careful analysis of the relative values of the redistribution of wealth through government and foundation channels, starting with the proposition, "Surplus wealth, accumulated through foundations, flows ultimately into the consumption channel. It is redistributed, just as are governmental expenditures, in the form of income to other persons."

By all means read this book. It will please you if it coincides with your point of view. As a logical documented argument—well, read it. BARRY C. SMITH
The Commonwealth Fund
New York

Are Politics So Funny?

THE POLITICIAN—HIS HABITS, OUTCRIES AND PROTECTIVE COLORING, by J. H. Wallis. Stokes. 333 pp. Price $3 postpaid of *The Survey*.

OUR soddenly ignorant indifference as to our own politics usually has two aspects: one of sugary historical sentimentality, the other of sourly wisecracking cynicism. This book, in form a parody of Machiavelli's Prince, is of the latter sort. With ironic industry and a half humorous shallowness that sees no basic causes anywhere, the author searches out loose heaps of evidence on how our politicians must act to win at the polls.

The politician is of the great average, living or faking his own life, painfully careful to be nothing superior to the mass. He works by fostering our human folly, weakness and dumb ignorant greed. The whole apparatus of contacts, greetings, nicknames, slogans, menaces, enemies, plots, patriotisms and pieties, is nothing but political bunk to win votes. The successful politician, it seems, is the one in whom this disintegration of character to mass stimulations is most complete. Your statesman is a rabble of the average man's follies, walking in one pair of pants and chewing a single cheap cigar.

Purpose and bias obviously selected the author's material. The evidence is merely illustrative of his views. These views are entertaining, however superficial, even though sometimes mistaken as to fact, as in the failure to spot a famous Lincoln quotation. A good laugh is worth a lot and we do more to better advantage if we do not take ourselves too seriously. Cromwell knew that and so did Lincoln. This book is good medicine for all the dry rot of flag salutes, constitution worship, and embalmed history.

But those reading should remember that our country is nevertheless both powerful and well-loved, that our public affairs are matters of life and death not only for ourselves but also for those who are to come after us. If this book were all there is to the American politician it would not in the least matter what becomes of the United States. But it does. There are six interesting appendices, and the best index I have seen in years and years.

WALTER LINCOLN WHITTLESEY
Princeton University

What We Buy

BEHIND THE SHOW WINDOW, by Jeanette Eaton. Harcourt, Brace. 313 pp. Price $2.50 postpaid of *The Survey*.

WRITTEN primarily for "young consumers" of twelve and over, this book brings an array of facts and photographs which may well interest and enlighten consumers not so young. Miss Eaton considers food, clothing, electric power and automobiles, going behind the familiar finished product to show the maze of materials, techniques and stages that go into the making and marketing. She points out the considerations that should be in the mind of the buyer who would be wise and the host of other complexities that in many cases make it impossible for any buyer to be wise without the aid of qualified technicians, made available through the enforcement of standards by manufacturers and merchandisers or by government. The book does not play up frauds perpetrated on consumers to the extent of some of the earlier volumes in this field, but gives unpretentiously a balanced picture of both light and shade in the current American scene. It shows the benefits which in many instances have accrued through competitive business, in making available to ordinary moderns the goods and services which once were not the perquisites even of kings. At the same time it shows the gaps or downright chicanery that keep consumers at other points from getting in terms of price or quality what the business system can provide, with benefit to its customers and in the long run probably also to itself. MARY ROSS

Science and Religion

THE ART OF MINISTERING TO THE SICK, by Richard C. Cabot, M.D. and Russell L. Dicks, B.D. Macmillan. 384 pp. Price $3 postpaid of *The Survey*.

THIS book is the joint work of a distinguished physician and a devoted clergyman. In its pages, science and religion join hands for the service of suffering humanity. Would that every scientist skeptical and scornful of religion, and every minister fearful of science, might be numbered among its readers, and thus be shown how religion and science, once foes, may now be friends.

Underlying the book is a fundamental philosophy or faith, as firmly accepted by the physician as by his clerical colleague. This is the belief in God as the source of the universe and of all its phenomena of life. Man is at bottom

spirit, and therefore in his ailments quite as much a spiritual as a physical problem. This means that to every patient there must be not only a medical approach, as to an organism, but also a religious approach, as to a personality. What this means in terms of actual practice for the clergyman, who must have his place side by side with the physician at every bedside, is here described as an art which has its own technique. The details of this technique, as manifest in prayer, meditation, and personal communion, are set down with precision, and with an authority made valid by long and successful experience. The materialist may well pause in wonder before what these two men have seen and done.

The book is at bottom a scientific treatise, dealing systematically with problems of principle and method. But its whole tone and character are those of the wisdom literature of the ages. How to discipline our own lives, how to be compassionate with the lives of others, how to suffer nobly and to die bravely—it's all here, and we should not miss it. Immense is our debt to the wise and tender ministers of healing who, in the hurried intervals of busy lives, have penned these pages.

JOHN HAYNES HOLMES
The Community Church
New York

Who They Are

DIRECTORY OF MEMBERS OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS, 1936, edited by Jessica H. Barr. Published by the Association. 241 pp. Price $5 postpaid of *The Survey*.

AS a first attempt at a biographical directory of a young profession the AASW offers this listing of its 9500 members with information about their activities and qualifications. Members of the Association are professionally engaged in every state in the United States, and in Alaska, Canal Zone, Hawaii, Philippine Islands, Puerto Rico, Australia, Canada, China, Czechoslovakia, England, France, Japan, Mexico and Palestine. At home, New York state tops the list with 2744 resident social workers; Idaho tags along with an irreducible minimum of one. Some 1215 members of the Association hold advanced academic degrees, 150 of them being doctors of philosophy. In addition to pursuing advanced study in American universities, various members have studied also at universities in England, France, Italy, Austria, Russia, Germany, Hungary and Switzerland. Some 180 are authors of published volumes of recognized standing.

In addition to the list of AASW members, the new directory offers information on the purposes and standards of membership of the AASW and a list of thirty-eight accredited schools of social work in colleges and universities, in the United States and Canada, where graduate social work training may be secured. The volume as a whole is impressive testimony to the manner in which a calling, by its own insistence on standards and on education, has elevated itself in little more than twenty years to the status of a profession. On the practical side the directory unquestionably will have great usefulness to public and private social work agencies and administrators. GERTRUDE SPRINGER

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Phalanxes of Facts

THE POLITICAL CLUBS OF NEW YORK CITY, by Roy V. Peel. Putnam. 360 pp. Price $3 postpaid of *The Survey*.

THE author, a professor in New York University, has gathered, with great industry, through personal investigations by himself and his students, examination of a great variety of literature and newspapers and other fugitive material, and inquiries in many directions, a multitude of facts regarding the political clubs of New York, and has neatly arranged them in this volume. The book smells not so much of the lamp as of the pigeonhole. It gives 324 pages to the history of political clubs and the organization of political parties in the city of New York, with innumerable details, insignificant as well as useful, concerning the organization of the clubs, the quarters in which they are conducted, their membership, methods, objectives and activities, with a description of nationality and other special types of clubs. Only four and a half pages comment on the significance of those facts. Suggesting further inquiry, the author says: " . . . at any rate, it is clear that there is a vast, complicated, variegated pattern of socio-economic-traditional-pathological-political associations lying at the base of metropolitan government." He offers no solution of the problem, beyond the suggestion, presented without argument or discussion, that "the communal or territorial base of politics should be integrated, ordered and erected into an explicit, tangible, limited unit of political organization" by consolidating "all existing governmental, social, and economic territorial units into one more or less permanent comprehensive unit." This simple and easy measure he would supplement by "a functional reorganization whereby those forces that transcend physical boundaries and join scattered interest —and attitude—groups would be consolidated across the territorial units and implemented into the structure of gov-

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ernment"—whatever that may mean. This volume furnishes valuable material toward the study of the political clubs of New York, their significance and what is to be done about them; but the study is barely begun.

LAURENCE ARNOLD TANZER

New York

The English System

INSURANCE OR DOLE?, by E. Wight Bakke. Institute of Human Relations, Yale University Press. 280 pp. Price $2.50 postpaid of *The Survey.*

BEFORE writing Insurance or Dole? Mr. Bakke went to England and lived among working people. That, to me, is why any American who wishes to understand British unemployment insurance should turn to this book. The author never loses sight of the individual in the maze of regulations. The complexities of the system are treated one by one, in their application to the unemployed man and his family, and questions that are so constantly asked in this country, now that the Social Security Act is before the states, are answered in ways which will be clear to laymen.

Mr. Bakke's experience with working people while he was in England has given him an understanding that no mere study of the system could yield and has enabled him to give his readers glimpses into the minds of the people who became his friends. He describes the actual working of the Unemployment Insurance Act from its beginning to the present setup of the Unemployment Assistance Board, and at the same time analyzes the philosophy back of its inception, growth and change. He says, "The most outstanding development has been the growing recognition that the state is obligated in a special way to care for the individual."

In summing up, Mr. Bakke says that the English System "becomes the record of a nation faced with industrial and human facts attempting to meet an obligation, based not upon theories but upon the inexorable pressure of necessities born of those facts. The result is a system which has conserved for years the industrial and social fiber of men who in the normal course of their industrial history would have been subject to the fear of loss of security and the demoralization following upon the realization of that loss." But the next question before Great Britain is, to his mind, the measure beyond insurance, and that has not yet been answered.

HELEN HALL

Henry Street Settlement
New York

The Freudian Way

FOR STUTTERERS, by Smiley Blanton, M.D. and Margaret Gray Blanton. Appleton-Century. 191 pp. Price $2 postpaid of *The Survey.*

THE Blantons have written an interesting book addressed to stutterers which, however, will be found useful only for those who are endeavoring to aid them. The discussion on medical psychology and psychoanalysis is a total loss to the young stutterer with a lack of reading facility and the general contents are not particularly helpful to emotional stutterers with sufficient intelligence to appreciate their own problems. The fundamental concept that stuttering is a deep-seated psychological disturbance is sound, but that it can be solved only according to principles of Freudian analysis is unsound and contrary to the experience of those who have had the largest contact with this type of behavior. The volume says nothing that is primarily new, nor is the focus of attention unusual. Hence its sphere of usefulness is limited. While it may be of service to some physicians and teachers, it is scarcely a volume for the victims of speech limitations.

New York IRA WILE, M.D.

Via Profit Sharing

A WAY TO SOCIAL PEACE, by Henry Wickham Steed. Columbia University Press. 148 pp. Price $1.50 postpaid of *The Survey.*

ON the whole, this is a very disappointing book. It is characterized by some very keen insights but by some equally important oversights. After the interesting biographical introduction revealing the author's first-hand observations over some forty years, of all shades of political and economic theory and practice, it seems rather anti-climactic for him to offer as his main contribution

the extension of employe partnership and profit-sharing plans under the capitalist system. One thoroughly agrees with his aversion to dictatorship, either fascist or communist, and with his hope that a more democratic way may be found toward social peace. It is almost unbelievable, however, that he should give in this book no indication of awareness of the impressive achievements of the consumers' cooperative movement in his own country and in other European countries—a movement which certainly contains, in a striking way, the very principles for which he argues. Instead, he selects a few—highly interesting, to be sure—experiments in employe partnership under the capitalist regime and seems to point to them as the way out. There is no space here to discuss the inherent weaknesses and the many failures of such plans and their inadequacy, in any case, to solve the total economic problem.

I, myself, am convinced that even under public ownership of certain industries or under consumer ownership through the cooperative movement, something along the line of employe partnership, giving a voice in management and a share in economy savings to all employes, will be much in order. The proposed Plumb plan for public ownership of the railroads in the United States was along these lines. It is important that those who look forward to a better economic system should realize that there will always remain an employer-employe relationship under any system. Some such devices as those described will, in my opinion, be desirable and necessary in order to secure the utmost efficiency where employer-employe relationships obtain. The examples cited by Mr. Steed may well be studied by leaders in the consumers' cooperative movement and by public ownership advocates, as well as by those capitalists who are willing to go down the road, which Mr. Steed describes, of a certain "relinquishing of sovereignty rights" in order to promote social peace.

JAMES MYERS

Department of the Church and Social Service, Federal Council of Churches

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NATIONAL CONFERENCE OF SOCIAL WORK—Very Rev. Msgr. Robert F. Keegan, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-third annual convention of the Conference will be held in Atlantic City, N. J., May 24-30, 1936. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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TIME'S ARROW IN SOCIETY, by Anderson Woods. University of Chicago Press. 233 pp. Price $2 postpaid of *The Survey*.

THIS title suggests, in these days of suffering, a picture of Time's arrow piercing the bleeding heart of society. But the quiet subtitle, A Philosophy of Progress, is corrective; and the introduction promises an ethical doctrine and its application to the practical problems that vex us today. These problems, discussed by the author, range from the basic conflict of individualism and collectivism to the distribution of wealth and income, production and prices, unemployment, standards of living, ownership and control, corporations and labor unions, and so on. P. C.

YOUR CHILD IN HEALTH AND IN SICKNESS, by Hugh L. Dwyer, M.D. Knopf. 333 pp. Price $2.75 postpaid of *The Survey*.

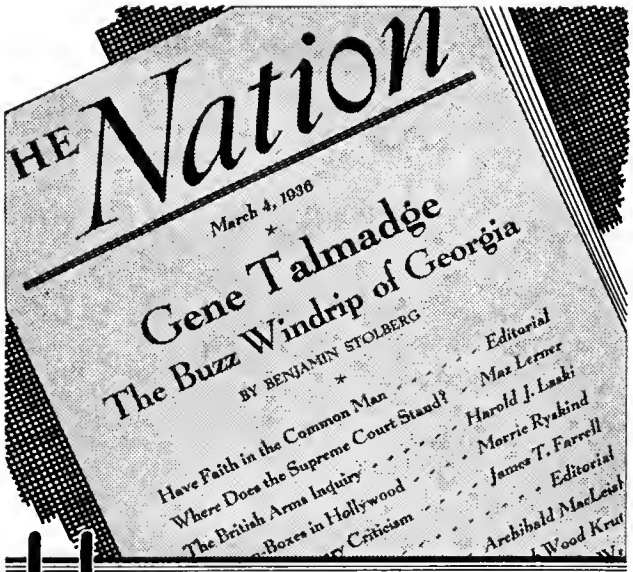
A COMPREHENSIVE and clearly written guidebook for parents by the associate professor of pediatrics, University of Kansas.

MEDICAL NOTES ON THE SEX LIFE OF THE UNMARRIED ADULT, by Robert L. Dickinson, M.D. Vanguard. 28 pp. Price 35 cents of the publisher.

REPRINTED from a recent symposium volume (The Sex Life of the Unmarried Adult, edited by Ira S. Wile, M.D.) this pamphlet by a physician presents material drawn from his experience as a private practitioner, a research worker in the field of sex, and secretary of the National Committee on Maternal Health.

CONVALESCENT CARE IN GREAT BRITAIN, by Elizabeth Greene Gardiner. Social Service Monographs, No. 34. University of Chicago Press. 163 pp. Price $1.50 postpaid of *The Survey*.

GREAT BRITAIN far surpasses the United States, Professor Gardiner finds, both in the extent and distribution of facilities for convalescent care. The present volume, outgrowth of a year's study in England under an exchange arrangement with the University of Liverpool, describes the history and present status of the British development in this field and brings data on standards, costs, legal provisions and the like, of particular interest in view of increasing American discussion.



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THE SURVEY

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SO THEY SAY

Let those who criticize relief provide a substitute or keep their mouths shut.—*Mayor La Guardia, New York.*

If you own the things that men must have you own the men who must have them.—*Edward Bellamy,* 1850-1898.

People sing in church just because it's Sunday morning.—*Rev. Robert W. Searle, general secretary, Greater New York Federation of Churches.*

Our knowledge of public opinion is largely limited to our private opinions of public opinion.—*Carl W. Ackerman, dean, Columbia School of Journalism.*

Organized religion can never be independent of the economic climate in which it lives.—*Rev. Jerome Davis, Yale Divinity School, in Common Sense.*

The things that men do to men are still mysterious and so are some of the reasons behind the doing.—*The late J. Prentice Murphy in Survey Graphic, March* 1933.

The loyalties demanded by domestic political organization are so compelling that politicians may scarcely preserve their own souls.—*Jesse S. Dancy in The Christian Century.*

There is no evidence that any social class has ever approached the limit of its capacity to produce eminent men.—*Joseph Schneider, University of California, in Social Forces.*

Some day the newly awakened realization that not even the earth is permanent unless one takes care of it will force us to control our floods.—*Dorothy Thompson in New York Herald Tribune.*

Even in mass relief almost the only thing that makes it tolerable is being treated as a person, not as a "cross section of the community."—*Anna Kempshall, New York Charity Organization Society.*

They [Americans] are beginning to learn that judicial decisions are not babies brought by constitutional storks but are born out of the travail of economic circumstances.—*Max Lerner in The Nation.*

The mere winning of a victory over the opposition does not solve the problems of democracy. Democracy, to be successful, must do more than that. It must also win the opposition.—*Edward A. Filene, Boston.*

How do you reconcile a world that has produced this mighty ship [the Queen Mary] with the [Glasgow] slums we have just visited?—*Edward VIII of England, as quoted by Lord Melchett to the Institute of Metals.*

It is not the theoretical knowledge that the teacher has, but the way in which she has faced the problems of her own life that reacts on the child for good or ill.—*Dr. C. Macfie Campbell, professor of psychiatry, Harvard Medical School.*

It is not the letter of any treaty that is sacred. It is lawful procedure, what the American revolutionists called "a decent respect for the opinions of mankind," that is sacred if there is to be anything but anarchy in human affairs.—*Walter Lippmann.*

A police department properly directed possesses facilities and opportunity to aid in the prevention of delinquency far beyond those possessed by social agencies. The patrolman is inherently socially minded.—*Edward P. Mulrooney, New York State Commissioner of Correction.*

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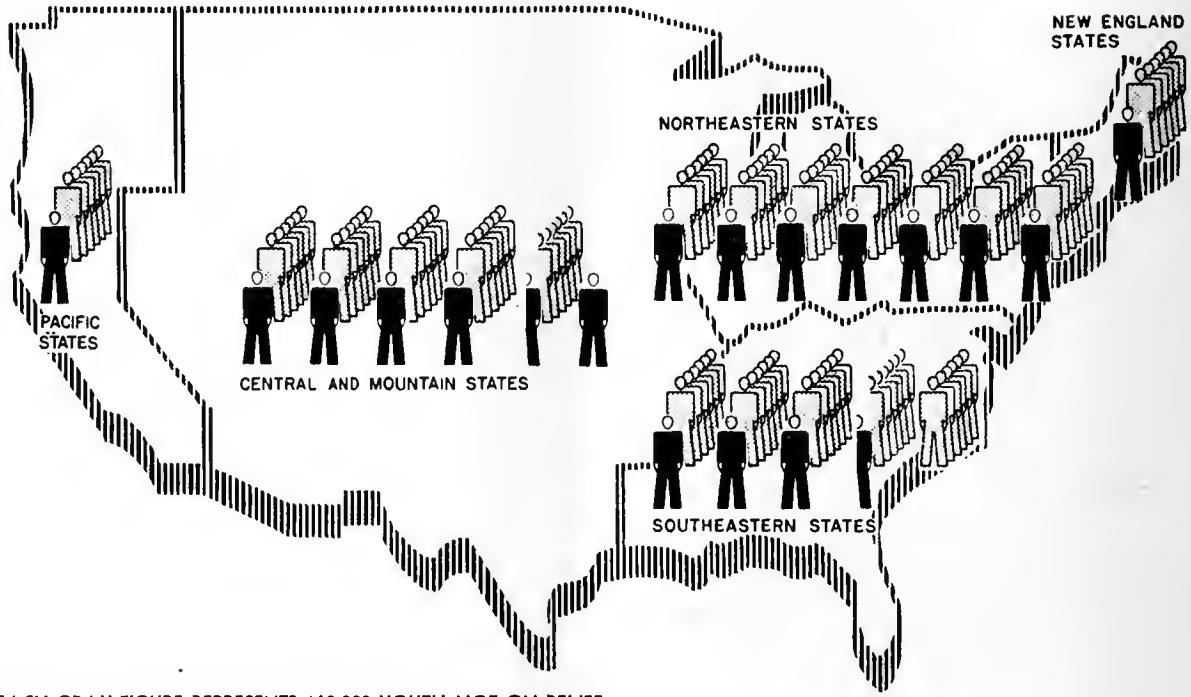

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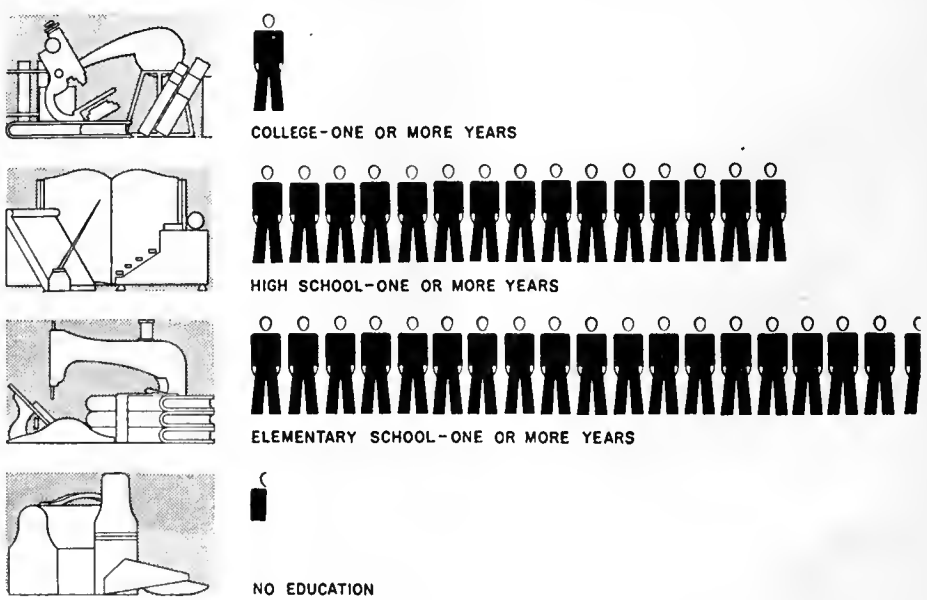

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THE SURVEY

MAY 1936

VOL. LXXII NO. 5

The Juvenile Courts

A generation of experience in difficulties encountered or created, points toward a new community agency to treat young delinquents

By GRACE ABBOTT

IN creating a new bureau to aid in the adjustment of delinquent children, Mayor La Guardia of New York apparently has decided that a generation's experience with juvenile courts indicates that some new community organization is needed for the prevention and treatment of juvenile delinquency. Whether the form of organization initiated in New York, [see page 149] with direction lodged in an inter-departmental board, will be successful or not, the evidence of the need the Mayor has attempted to meet cannot be denied.

In considering this evidence we must go back to the beginning of the century when it was believed that special courts, the so-called Childen's Courts or Juvenile Courts, would better enormously the treatment available to juvenile offenders under the old criminal law and also would be instruments of real progress in the prevention and cure of delinquency. But the studies made of the courts during the first two decades of the century showed very discouraging results. All these earlier investigations pointed out the importance of improvement of the auxiliary service—probation, clinics, and so on, of more types of care for children removed from their homes, and of more intelligent use by the judges of all the community resources. Except for an excursion into the problem of predicting success with the types of treatment now used with delinquents, the Gluecks, whose study of the results of the work of the Boston Juvenile Court revealed such a high percentage of recidivism, made the same general kind of recommendations. They did not suggest that a new and different form of community organization was needed in addition to and, in part, in place of the court. A review of the experience of the past quarter of a century seems to the writer to warrant such a conclusion.

This is not to say that we were wrong in creating juvenile courts or that they have not been of service to children during these years. The dynamic idea of the courts was that they would cure rather than punish—a task regarded as not difficult twenty-five years ago, but one for which, as experience showed, our knowledge of human conduct and our traditional methods of treatment were quite inadequate. The courts have unquestionably helped many individual children. Even more important, they have solved the legal problems involved in what was a revolutionary change in viewpoint about crime and delinquency, and have brought the public to accept the ideal of prevention and cure as the one toward which our efforts must be directed. Through the years, the courts have made available information about the wrongs society has inflicted on children and have furnished an opportunity, otherwise lacking, for the study of the individual delinquent. The question now would seem to be what types of cases, if any, could be handled more successfully by some other agency.

AS treatment agencies for conduct problems, juvenile courts encounter or create fundamental difficulties. This we did not know until study of the mental and emotional life of children enlarged the boundaries of our knowledge about the causes of delinquency.

The first of the difficulties springs from the fact that the juvenile court judge, except in a few very unusual instances, comes to his duties with no training or experience in the great majority of the problems that come before him. Judge Charles W. Hoffman, of the Court of Domestic Relations, Cincinnati, has estimated that in some 90 percent of the cases involving delinquents brought before the juvenile courts, the facts are not in dispute and there is no contest as to what should be done with or for the child. The question in this 90 percent is what the court

should do with a boy who has been stealing, or staying out all night, one who is troublesome or a truant at school, or who is a neighborhood bully, tormenting or injuring other children. Or, a question perhaps even more difficult, how can the court help the girl who has had irregular sex relations and is in conflict with the standards of her home and society? Only some 10 percent of the cases, says Judge Hoffman, involve decision in disputes as to custody, commitment and so on, and hence present an "issue" for the judge to settle. Here his knowledge of the legal rights of parent and child is necessary, and for this part of his work he can be said to have been trained. But his legal training, his experience in private practice and in political and civic undertakings cannot be said to have prepared him to decide the cases of 90 percent of the children brought before him. His understanding of the conduct problems of children and experience in their treatment when he begins his term in the juvenile court is that of the average layman and no more. The belief, generally held when the first juvenile court laws were passed, that if the judge approached the problems of the children brought before him as a "wise and kind father" he would be able to direct their interests into new channels and to reform them, no longer prevails. We have discovered that the "wise and kind father" is not an expert in the treatment of delinquency. Then the theory was advanced that the judge would arbitrate between specialists. Occasionally this is necessary and juvenile courts have done it successfully.

The difficulties which flow from the very fact that the juvenile court is a court have been pointed out for the last twenty-five years. A court, we have learned, however changed in procedure and objectives, remains a court. Parents, teachers, and many social workers hesitate to turn to it for help until the conduct problems of children seem to be "serious." They have fundamental feelings about "laws" and "courts" which make it seem unfair to the juvenile to take him to a court until it is "necessary" and then it is often too late to make a change in the behavior pattern which the juvenile has developed. We have come rather slowly to the conclusion that the conduct problems of children should be attacked before they become "serious."

SOCIAL workers now realize that, even with trained probation officers, a good psychiatric clinic, and a judge who is intelligent about the value of psychiatric and social treatment, the court—because it *is* a court—makes more difficult the successful treatment of many delinquents. In other words, while a court may sometimes be regarded as of positive value in impressing the child and his parents with the seriousness of anti-social conduct, "fear" and "authority" are not the roads to an understanding of the causes of delinquency or the correction of conditions in the home, the school and the neighborhood which are contributing factors in delinquency. On the contrary fear is often the cause of delinquency and the desire to resist constituted authority is a common cause of misconduct. When delinquency can be traced to these causes the court and its authority becomes an aggravation, not a cure.

Studies of individual delinquents have shown that sometimes, because of his tendency to dramatize his conduct and relationships, a child may enjoy and want to repeat instead of to avoid another court experience. Such a child is not awed by the fact that he must go before a judge; he enjoys having judge, parents, social workers and others considering what shall be done with him. On the other hand, the court experience is to some children an added humiliation, another evidence of failure which retards the development of the self-respect and self-confidence which are necessary for recovery. Professional exploration of the causes of a child's delinquency, the patient discovery of ways in which he can be helped to a better adjustment, securing his voluntary cooperation in the treatment which seems indicated, are important to success. The court has nothing to contribute in diagnosis or treatment that any social agency could not provide unless the traditional position of authority is considered useful. Experience in recent years indicates that tying up treatment with the court will, at least in some cases, mean failure where success might otherwise have been possible.

THE 10 percent of cases, estimated by Judge Hoffman, involving compulsory commitment, under our traditions must go to a court for decision instead of to an administrative agency. In this connection, however, it may be noted that in the Scandinavian countries, where juvenile courts have not been created, official child welfare councils have for some years decided even such questions as removal from parental custody and commitment to institutions. It should also be noted that in Russia and Mexico, a group of experts—an educator, psychiatrist, social worker and lawyer—constitute the court and decide on the treatment; but these experiments are very recent and no scientific appraisal of results is available. Certainly, experience in this country shows that in view of what we have learned in recent years about the mental and emotional problems of children we should not ask a judge to decide what should be done for the very large percent of delinquents who require not legal but psychiatric and social treatment.

In the opinion of the writer this should be the function of neighborhood centers to which parents could turn for help in child training, just as they have learned to turn to child health centers for guidance in the physical care of infants and preschool children. For the youngest age groups—especially those of preschool age—the psychiatrist and psychiatric social workers should be attached to the child health center, since at this age, conduct problems are more clearly related to health problems. As a practical point child health centers are already organized, at least in cities, and mothers have learned to consult them. For the older children the services of psychiatrist, psychologist and social worker especially trained in the treatment of conduct problems, are also needed. If neighborhood health centers serving adults as well as young children are ever developed, the center for juvenile guidance might be housed in the same building. A frequent suggestion is to use the public schools.

If we undertake to make the school the community agency for this work we shall find fresh difficulties. This is not to minimize the usefulness of the school in making easy or difficult adjustments for children. Anyone who attempts any work in this field comes back to the fundamental importance of the school. It it clear that more kinds of schools, more individualization of the school program, smaller classes, more teachers who have the qualities necessary for leadership, are all needed. Probation officers and specialists in conduct problems cannot hope to succeed if children are under teachers who do not understand their

problems or are unwilling to cooperate in the treatment suggested by specialists. Success will be very difficult also if the schools have so limited a curriculum that the special needs of individual children cannot be met.

Undoubtedly specialists in conduct problems will some day be attached to schools and to social agencies, and in time parents, teachers, and social workers will have more knowledge and understanding of the mental and emotional life of children. Most important of all, parents, it is to be hoped, will have a scientific attitude toward conduct problems and they will not be "ashamed" to consult a specialist.

But there are reasons why some agency other than one attached to the public schools is needed. First, since conduct problems often begin in the preschool period or are recognized only after the adolescent has left school, the schools do not reach all the children and young persons who need help. Second, large numbers of children are in the parochial schools, a fact which involves practical difficulties not to be overlooked in combining such a center with the public schools. Third, misunderstandings between teacher and parent as well as teacher and child are a common source of trouble. Assuming that the schools make every effort to resolve these difficulties, nevertheless an outside agency, consulted voluntarily by the child and his parents, may succeed in unravelling them and securing cooperation which the schools alone cannot secure. Parents want their children to make a good record at school and some parents will therefore hesitate to reveal to a school agency the home problems which would, they feel, handicap the child in school. That some children will fear the effects of complete candor in a school clinic is to be expected. The school, like the court, represents "authority" and therefore may create fears which are contributing factors in conduct disorders. Children who enjoy defying authority find satisfaction in defiance of school authority. While a psychiatric clinic attached to a school would seek a voluntary, cooperative relationship, the school background makes this difficult.

If the public schools have, as some now do, psychiatric research centers which assist the teachers in dealing with conduct problems, the number of children who will need the help of an outside agency will be greatly reduced but there will always be school children, as well as juveniles who have left school, for whom the services of a center such as has just been described will be needed.

There is, of course, no absolute answer to the question of what community agency is best adapted to a purpose. There is, however, some evidence as to difficulties that can be avoided or are created by certain types of organizations. It is on such evidence that whatever science there is in public welfare organization is built. In this brief statement the evidence has been indicated but not canvassed.

Alabama Puts Children First

By JUDITH HALL GRESHAM

Director, Bureau of Child Welfare, Alabama Department of Public Welfare

IT was not by lucky chance that Alabama's plan for child welfare services under the Social Security Act was the first of all state plans to be accepted by the Federal Children's Bureau. For sixteen years Alabama had had a state agency related specifically to child welfare with the county as the unit of social planning. When in August 1935, the State Child Welfare Department expanded and broadened its functions into a State Department of Public Welfare, children's services were organized in the sixty-seven counties. These services continued uninterruptedly under the Bureau of Child Welfare within the new department.

It was not only a plan therefore which Alabama submitted to Washington for child welfare services under Title 5, Part 3 of the Social Security Act; it was a going concern with a background of sixteen years of development, and with experience pointing toward profitable strengthening and extension.

The Alabama plan has its beginning in the field staff of the State DPW, nine of them, who go into the counties as representatives of the Department in all matters pertaining to social welfare administration, including of course the child welfare program. Unfortunately nine field workers, carrying some six counties each, are not enough. Schedules are too heavy and visits to the counties too brief and infrequent. Supervision of case loads must of necessity be sketchy and unsatisfactory. It should be added however that the difficulties are due not to the system but to the lack of personnel. Supplementing the field representatives are two case consultants, trained and experienced in the children's field, who divide the state between them. They are on call by the field workers to go into counties for specified periods of time to advise and consult on children's cases with the county director.

Demonstrations have a large place in the Alabama plan accepted by Washington, notably in the development of community organization and recreational facilities, never sufficiently accented in the state. Three selected areas of three counties each, all strictly rural and all areas of need, will be used for demonstration purposes in the development of social resources, with special stress on recreational facilities as a deterrent to juvenile delinquencies. At the same time general child welfare activities will be emphasized and efforts made to work out sound interrelationships for all services to children as well as to arouse public awareness of the needs of children. A special worker is assigned to each of these areas. In three rural counties, one to an area, intensive case work for children will be demonstrated with an especially trained and experienced case worker attached to the county welfare department. Each of these workers has a fund of $100 a month, appropriated by the state, for use in special cases.

Special services to Negro children are provided by the plan. A Negro consultant on children's cases will be added to the field staff to serve all the county offices, and a community worker and a Negro case worker will develop a demonstration in an area of four rural counties in the so-called Black Belt. This case worker likewise has a fund of

$100 a month to draw on. Interested Negro citizens have been consulted on this phase of the plan and the program is ready to go forward with their advice and counsel.

Although the statute which created the Department of Public Welfare provides for a Bureau of Mental Hygiene, funds do not permit its establishment at this time. But, because now is always a good time to begin almost anything, an effort is being made to start something that will be at least a step in the direction of establishing a statewide mental hygiene program. Accordingly, a psychiatric social worker is to be attached to the Bureau of Child Welfare who will have a small case load of children under the direct care of the Bureau and who will counsel and advise, so far as her time permits, the special workers in the demonstration counties.

As an additional general leverage on developing the whole state program, the Alabama plan calls for the earmarking of a definite sum to bring in specialists in children's work, to advise and assist the permanent staff.

Alabama had the necessary legal framework in which to meet the terms of the Social Security Act as it relates to child welfare services; it also had organization and a long experience in approach and in methods. What it lacked and still lacks is money. Its difficulties, and it has them, are not inherent in the principles of the organization or of the program but in the lack of funds to do a thoroughgoing effective state-wide job. The child welfare program has gained general public acceptance throughout the state and has not suffered under the reorganization of the welfare services. Of the total of $99,000 appropriated for the State DPW, $84,000 was designated for the Child Welfare Bureau, which was hard on the other services but was an indication of the extent to which the state holds child welfare work to be essential. Under the Security Act, Alabama is entitled annually to $44,842 of federal money for its child welfare services—$18,684 for the present fiscal year ending June 30. Given the extent of the problem in the state and the lack of resources in many of the counties, all available funds put together are wholly inadequate to the needs of Alabama children. No one knows this better than the staff of the Child Welfare Bureau. Its satisfaction therefore is not in the extent of what is being done, but in the fact that the framework of organization has shown itself sound and capable of expansion and that the successive steps of development are in the direction of progress. The challenge of the whole job of meeting the needs of Alabama's children, their health, education, living and working conditions, still remains. But the goal is clear.

Appraising Self-Help

By UDO RALL

Director, Division of Self-Help Cooperatives, Federal Emergency Relief Administration

ALTHOUGH there have been sporadic attempts at organized self-help during previous depressions, the idea has never before gained the momentum nor reached the point of crystallization of the present self-help movement. This latest manifestation of human ingenuity and courage in the face of threatening destitution began in the first years of the present depression with the barter scheme of swapping idle man-power for surplus crops in the vegetable and fruit belts of the West. The story of how this self-help idea caught the imagination of the unemployed in various parts of the country, how it blossomed out into large unwieldy associations, was exploited by local politicians and was forsaken by disappointed followers who had hoped to find in it an easy means of getting a living, has been told before in *The Survey*. Despite many setbacks and changes some of the old self-help groups have survived and new ones have come into existence, so that the number of active groups is probably larger at present than at any previous time, although the average membership per group now comprises only about seventy families.

Federal aid to self-help cooperatives was authorized under the 1933 Relief Act. It was given largely in the form of small money grants for the acquisition of light equipment and for operating capital since the members of these groups were generally too destitute to have any operating funds of their own. The grants were expended under the direct supervision and responsibility of the respective state emergency relief administrations but in conformity with regulations established by the Federal Emergency Relief Administration. With the passing of ERA programs this policy of federal grants-in-aid on behalf of self-help cooperatives is being discontinued. While in most instances the self-help groups still have some unexpended balances of grants on which to draw, they realize that they are now entering upon a new phase and that they cannot hope to survive much longer unless their activities are conducted on a self-liquidating basis.

By October 31, 1935, a total of $2,831,413 had been granted by FERA to twenty-six states and the District of Columbia for self-help projects. However, only $1,636,594 of this sum had been expended and obligated at that time. This expenditure, for which the groups were still able to show assets in equipment and inventories valued at $1,142,040, had resulted in reported relief savings of $2,280,017. On a basis of comparative cost, therefore, the program has more than justified itself.

The value of goods and services received by members of these self-help cooperatives during the same period amounts to $3,114,237. This means that through their participation in these activities the members were able to get benefits worth about a million dollars beyond what they would have received if dependent entirely on relief.

It is difficult to estimate the total number of people benefited by this self-help program. On October 31, 1935 there were in operation 215 groups that had received federal aid. Their reported active membership amounted to 14,614. This does not take into account about thirty groups that had been discontinued previous to that date for one reason or another. While most self-help cooperatives have a fairly steady nucleus, there has been in the past a considerable turnover in membership, particularly among the younger

participants. Disregarding the huge memberships in some of the western groups at the time when federal aid was first made available we can estimate conservatively that at least 30,000 workers with their dependents, or more than 100,000 persons in all, have benefited through this program at one time or another.

In private industry and agriculture, the average capitalization per worker employed is between $1000 and $1500. Self-help cooperatives started out with practically no resources of their own and were dependent on federal aid for their capitalization. On the basis of current membership this federal aid has amounted to about $200 per member, and on the basis of total membership over a two and a half year period it is only about $100. However, since more than one third of the funds granted had not as yet been put to work by the end of last October, the actual capital investment against which results to that date must be checked is much smaller. No private entrepreneur would expect to start or keep going on any such basis.

BESIDES suffering from under-capitalization, most of the self-help cooperatives were further hampered by lack of business experience, by the difficulty of building up a membership representing the variety of skills needed for their proposed activities and by restrictions as to the marketing of their products. Despite these and other limitations we find, by comparing the grant funds expended with the value of existing equipment and inventories plus the value of goods and services received by members, that each federal grant dollar expended has resulted in value exceeding two and one half dollars.

It is interesting to note that several state legislatures have thought so highly of the value of these efforts in self-help that they have allocated state funds for further development of the program. California has contributed $50,000 a month for several months and was willing to make an even larger contribution if it could be supplemented by additional federal funds. The state of Washington has allotted $100,000 of state funds, and the State Department of Public Welfare is now giving technical advice and supervision to twenty-seven self-help groups scattered over the state. Utah, by Act of its Legislature, has set up a State Self-Help Cooperative Board for the purpose of sponsoring the growth of such activities, and has set aside $40,000 of state funds as a first allotment for this purpose.

In order to insure continued sympathetic supervision and satisfactory control over the expenditure of remaining grant balances, upon discontinuance of state emergency relief administrations, benevolent semi-public corporations have been formed in several states where such responsibilities could not be taken over adequately by state welfare agencies. Funds from federal grants are no longer advanced to the groups exclusively as gifts, but largely as loans for the operation of specific projects that hold reasonable promise of becoming self-liquidating. In states with a number of self-help groups such as California, Washington, Utah, Idaho, Alabama, Missouri and Michigan, the groups have begun to federate and to establish central clearing and warehouses through which the production and exchange activities of the different groups are coordinated.

The difficulty of providing sorely needed cash income is still one of the chief stumbling blocks. To that difficulty, largely, must be attributed the inability of many groups to retain the younger and more efficient workers. Although the recent shift from grants to loans obviates most of the objections formerly put forward against cash sales, the relatively high production costs of most self-help cooperatives necessarily restrict their cash outlet to items of a more or less noncompetitive nature and to the processing of food crops and raw materials peculiar to the area.

On the whole, self-help cooperatives in large cities have not been very successful. Large-scale industrial production could not be fostered by the Administration for obvious reasons. Salvaging and "chiseling" could hardly be expected to provide a rounded subsistence. The production of such basic necessities as food and fuel requires contact with the soil which city groups found it difficult to establish. Their outstanding contribution to the self-help program was the obtaining of shelter for their members by repairing neglected houses in lieu of paying rent. The Organized Unemployed of Minneapolis, the Dayton Cooperatives, the Emergency Exchange of New York, the Barter Association of Philadelphia, have all failed to survive. The several self-help groups located in Los Angeles are essentially suburban in nature. The Unemployed Exchange Association (U.X.A.) of Oakland found it necessary to shift its center of operation into the timber region and to look to lumber production as its major activity. Only the Citizens' Service Exchange of Richmond, Va. is carrying on as ever with undiminished vigor, due to the unusually able management of Amy Guy and the solid backing it receives from social agencies and a group of leading citizens.

Small towns and rural areas have offered the most fertile field for a self-help movement. Membership in these groups consists generally of needy agricultural workers and small farmers with a sprinkling of white collar and light-industry workers. Women usually take a prominent part in these rural and semi-rural self-help groups. Truck gardening, sewing, fuel woodcutting, and the operation of a commissary are activities common to most groups. They are often supplemented by a shoe repair shop, a beauty parlor, a lunch room, or some other service activity.

IN one of the South Atlantic states a promising fisheries cooperative has been organized, with modern storage and processing plants in several communities along the state's shore-line. After a few months' operation it is already practically self-sustaining and provides a regular outlet for the catches of several hundred fishermen, most of whom were formerly on relief due to the disorganized conditions of their industry. A similar enterprise is under way in the Upper Peninsula of Michigan, where the cessation of copper mining has left a large stranded population. A coordinated program of agricultural, fishing, forest and tourist-catering activities combined in one large self-help cooperative is expected eventually to furnish a decent living to about a thousand needy families.

Local business men are generally very sympathetic to such self-help efforts and give freely of their time and experience to assist and advise the groups in their activities. This is particularly true of small towns and rural areas where advisory committees often include the mayor, the local banker, the secretary of the Chamber of Commerce, the owner of the largest store and other leaders in the community. They realize readily the advantage of having people with insufficient income—or none—provide for their needs through cooperative productive effort rather than fall back upon the relief agencies for support. Intelligent

leaders of organized labor also have come out in favor of self-help cooperatives since they see in such a program a means of absorbing some of the jobless industrial workers, thereby reducing, at least to some degree, the over-supply of workers competing at all costs for available jobs.

During the past year the consumer cooperative movement has become somewhat interested in this step-child of a poorly coordinated society and it now seems likely that at least some of the surplus products of self-help cooperatives, such as graded canned goods, brooms, cosmetics, and some articles of clothing, will be given preference in the purchases of consumer cooperative wholesales. At the same time, such a tie-up with the national cooperative movement should prove of great educational value to those self-help groups that, in their struggling, groping attempt at organized self-help have caught an inkling of the true meaning and import of cooperation and hope to find economic salvation through cooperative principles and methods.

There is little likelihood that these self-help cooperatives could ever grow into a self-contained economic system, as has been advocated and prophesied by different social theorists; nor would such a development seem particularly desirable. But it is to be hoped, and it seems likely, that a number of these groups will continue to grow in effectiveness so that they can provide permanent rehabilitation to those of their members for whom private industry has no longer any need but who still are able and willing to work.

Just how many self-help cooperatives will survive this emergency period will depend largely on how well the organized cooperative movement realizes its opportunity to nurse to fruition these stray seeds sown in a time of severe economic upheaval. Regardless of any future failures or successes, however, the self-help movement has been decidedly worthwhile, and the federal administration's relatively small investment in the program has brought unusual results. Not only has it cut relief expense in excess of its cost, but it has provided thousands of people with many necessities which they, having no buying power, could not have obtained through the regular channels of trade. It has produced new wealth that would not otherwise have been created. It resulted in the conservation of crops that would otherwise have gone to waste. It has built up the morale of the participants by showing them a way to employ themselves usefully and productively, at a time when society apparently had no use for them. It has put new hope into the hearts of many technologically displaced and superannuated workers faced with the ugly prospect of permanent unemployment and permanent dependence on public charity. And, finally, it has furnished data and experience that should prove helpful to any private or public agencies desiring to assist groups of underprivileged workers in trying to rehabilitate themselves.

Twenty-Five Years Ago in The Survey

May 1911

"PUBLIC health is quite as important to the community as public education and we shall some time have free doctors as well as free teachers, leaving the private doctors, like the private schools, for the few who can afford them and prefer them."—Frederic Almy, Buffalo Charity Organization Society.

AT the annual meeting of the New York City Conference of Charities and Correction "something in the nature of a right-about-face in the attitude of philanthropists was shown by the interest and support given Mrs. William Einstein's plea for municipal outdoor relief for widows,* deserted families and the families of tubercular persons. . . . Frank Tucker moved a resolution for a careful study of the subject by a committee."

**New York's Board of Child Welfare law, for widows' pensions, was enacted in 1915. Mrs. Einstein was a member of the first New York City Board.*

AT a meeting in New York under the auspices of the Intercollegiate Socialist Society, "Victor Berger the first socialist representative outlined his course in Congress. . . . The next bill will be for an old age pension of $4 a week for all over sixty years of age who have been resident in America for twenty-one years or over and who have earned an average wage of or over $1000 a year."

THE annual meeting of the Playground Association of America, held in Washington, had "real play on the program." In a baseball game Joseph Lee, president, played right field, and Howard Braucher, executive secretary, center field. Robert K. Atkinson, field worker, was the catcher. Mrs. James J. Storrow of Boston, Beulah Kennard of Pittsburgh, Charlotte Rumbold of St. Louis and others, "played ring games and danced the Highland Fling."

"A CLUB house for young men in trouble has been opened in Brooklyn."

GEORGE E. VINCENT* of the University of Chicago became president of the University of Minnesota, succeeding Cyrus Northrup. "Mr. Vincent is one of the men, dear to Americans, who is 'bigger than his job.'"

**President of the Rockefeller Foundation, 1917-29.*

"CHICAGO is outdoing itself in its child welfare exhibit and conferences." The exhibit was opened by Cyrus H. McCormick, Jane Addams and Judge Julian W. Mack. Dr. Richard C. Cabot of Boston was the featured lecturer.

"A REPRESENTATIVE of the American Federation of Labor has no more business to be affiliated with men . . . who are honestly and conscientiously endeavoring to promote the welfare of this nation . . . than has a tarantula a rightful place on the bosom of an angel."—John Kirby, Jr., in presidential address at annual meeting of the National Association of Manufacturers.

"THE city of Philadelphia has practically achieved the solution of the urban housing problem in America so far as the type of house is concerned. . . . It is hard to conceive how homes which more perfectly satisfy the needs of our urban population could be devised."

AT the annual meeting of the Connecticut State Conference of Charities and Correction "charity societies were urged to enquire into the working conditions of girls in families to which they give relief. . . . There is little doubt that a great number of these go on the street."

"A BOMBARDMENT of 25,000 pieces of printing was required to make the city of New Britain, Conn. as 'clean as an Easter lily.'"

Social Work and Birth Control

By HELEN GLENN TYSON

CHILDREN born of parents who have always practiced family limitation are growing up. Youngsters are in highschool, even in college, whose births were planned for, saved for, and eagerly desired. Planning for the next baby is as accepted today in many groups as is any other manifestation of intelligence, prudence, and an harmonious family life. Even the younger children take family-planning for granted: "Mother had three boys, but she wanted a girl, too, so she had me"; and again, "Another baby was pretty expensive—we saved all last winter for the hospital bill, but he certainly is worth it now".

Young America, or rather, upper and middle class young America, accepts birth control, for the most part, as naturally as votes for women, college education for girls, or any other product of a past age of struggle on the part of women to gain control of their own lives. To the discerning young college girl of today, Margaret Sanger's heroic battle on the question in 1916 seems as far back as the Civil War, the issues quaint and unreal.

During the last twenty years superstitions and prejudices against birth control have withered under the clear light of scientific research. Women are not "punished" by sterility for practicing contraception; in fact no case is on record where contraception under informed medical supervision has had an unfavorable effect on the health of the mother or on her fertility when she later desired a child. On the contrary, the favorable effect of planned pregnancy on the health of both child and mother becomes increasingly recognized.

Figures from unbiased sources show that family desertion, juvenile delinquency, maternal and infant mortality have a direct relation to the size of the family. The best obstetricians are agreed that even in higher income families too frequent pregnancy or an excessive number of children undermines the health of the mother and lessens the child's chance of survival. Maternity is known to be dangerous when a mother is suffering from various types of illness, such as nephritis or tuberculosis. Twenty-five percent of maternal deaths reported by the maternal mortality survey in fifteen states were due to abortions. So the story runs; and during recent years psychiatry has added its more subtle evidence in regard to family difficulties long familiar to social workers. Case studies of unhappy, maladjusted children frequently reveal records of mismated parents, one child born too soon after another, or of births at a time of severe economic stress or emotional strain.

The positive correlation between a low deathrate and a low birthrate has long been recognized by students of problems of population. The claim that the race becomes "decadent" when the birthrate is controlled is at variance with the experience of England, Sweden, or Holland. In these countries where the practice of family limitation is accepted, moral standards and family life are certainly on as high a plane as in countries like Italy or Spain where birth control is forbidden by law and tradition.

All these facts, and many more, are common knowledge. But the mores change slowly, almost imperceptibly. Knowledge of practices that families in higher income groups may have long recognized as beneficial filter down to the lower income groups unevenly, and with many blockings on the way. Whole areas of our population are still only vaguely aware that there need not be "another mouth to feed" until there is not only sufficient food, but warmth and shelter and the security of parental love.

A few years ago a dozen mothers from Turtle Creek, a depressed industrial district in Allegheny County, filed into my office. Every one of them carried a bulky newspaper package, which they unwrapped to show a sorry array of broken, worn-out children's shoes. The little owners had been shut in the homes while the mothers brought in their shoes, in the hope that actual proof of their children's need might induce the "government" to meet it. In every family there had been a "depression baby," and the baby shoes were the most dreadful of the lot; cheap hand-me-downs, of papery leather, some with the ends cut out so that the little toes could go on growing. As we talked together about the problem of shoes, one woman told of her doctor's warning that "another baby would kill her." One mother had lost a baby the year before; "there was no coal, and he got pneumonia, but of course he is better off." Another of the group was "expecting"—her husband is a mental patient, well-known to half a dozen agencies in Pittsburgh. All of the families had been on relief for many months, all had been visited dozens of times by relief workers.

BABIES must have shoes; America cannot claim to be civilized while any child suffers for the necessities of life. But the contention, on the part of certain groups, that the plight of these overburdened mothers should be ignored while we are reorganizing our industrial and social life, is as irrational as refusing to throw out a life line to women drowning in a flood while the community is developing adequate methods of flood control.

Birth control advocates have sometimes been criticized for laying too heavy an emphasis on the need for offering contraceptive information to families on relief. There is justification for this emphasis; statistics taken from independent studies made in ten cities, and quoted widely by the press, show a birthrate in relief families 50 percent higher than in comparable families not on relief. In 1933, 250,000 babies, a quarter of a million, were born in relief families. And back of this economic emphasis is an unanswerable fact. Birth control information is a class privilege. It costs money. It is freely available in most parts of the country for those who can pay for it, but denied to thousands who cannot. Even with the phenomenal growth of clinics during the depression (a total of 240, with ninety new ones opened in 1935) no community has yet knit this type of care into its whole child saving program, along with provisions for pre-natal care, baby clinics, and health work of the pre-school child.

The "rhythm" theory, published under ecclesiastical approval in 1933, is making rapid headway among Catholic families. Its use costs no money. Unhappily, however, it

cannot be applied in families where contraception is most needed; that is, where the parents are ignorant and illiterate, or the husband is cruel and abusive, indifferent to his wife's health and his children's happiness. Nor has this theory as yet been medically established as successful on a scientific basis. The very fact that it has Catholic approval, however, marks a great step forward in frank recognition of a human need, and narrows further discussion to a question of which method of family limitation to choose, in contrast with a condemnation of all methods.

In the light of cumulative testimony as to the beneficial result of birth control, it has seemed strange that the very workers daily in close contact with sick and overburdened mothers as yet have not taken more active leadership, as a professional group, in the movement. There are, of course, individuals and agencies that have been courageous exceptions. The late Prentice Murphy, for example, was for years on the advisory committee of the Philadelphia League. A number of other outstanding social workers, including Eduard C. Lindeman and Helen Harris of New York, and Joel Hunter of Chicago have lent their names and their influence to the work.

It is noteworthy that Hull-House was the first settlement to welcome a maternal health clinic. In New York, Madison House opened its doors to a clinic in 1930, and fifteen other philanthropic agencies have followed suit. They include settlement houses, a health center, a parish house, a family society and a day nursery. In Philadelphia a YWCA gives room to a clinic; and the national YWCA has approved the movement. In some cities family societies pay for the clinic service. These include, for example, the Jewish Family Welfare Society of Pittsburgh, the Jewish Social Service Bureau and the United Charities of Chicago, and the New York Association for Improving the Condition of the Poor.

PRIVATE agencies, on the whole, have been more progressive than public, although the policy varies with the agency. In some agencies the executive says frankly that he does not dare bring the question before his board, but that staff members are permitted to direct individual mothers to the clinics. Among a number of public agencies, at least in the East and the Midwest, the question is taboo. One of the largest city departments has issued strict orders that the workers shall not mention the address of the clinic, even if a woman begs for it. In others there is an understanding, though usually no one knows from what source it emanates, that staff workers are forbidden to give the address. California seems to have been more progressive in the matter; some time ago the city health commissioner of Los Angeles instructed clinical physicians and the nursing division to refer patients in need of instruction to the twelve clinics operated by the Health Department. As early as 1923 a session on birth control was held at the California Conference of Social Work.

For many years state and local birth control leagues have sought a place in the various state and national social work conferences. Pennsylvania broke ground this year when Eduard C. Lindeman addressed the state conference on Birth Control and Social Planning. In the past, other state conferences have opened their programs to the subject—notably Michigan, where the conference voted to further the work of the thirteen clinics in that state. Last year the New Jersey State Conference of Social Work passed a resolution endorsing the use of "scientific contraceptive methods." The Maine Conference recently passed a similar resolution. In Delaware the council for the Maternal Health Clinics includes representatives from the Visiting Nursing Association, the Anti-Tuberculosis Society, the Delaware Committee for the Feeble Minded, and others. In Indianapolis, clergymen, social workers, and physicians refer patients to the clinics. These are only a few straws which show how the wind is blowing. It is a strong wind. The American Birth Control League can hardly keep up with the increasing demand for help in organizing clinics, with requests for speakers to address interested groups, and with the flood of inquiries that pour in.

WE used to say, in the suffrage movement, that opinion changed only in one direction. No one ever "backslid" after a conversion. But with social workers there is little need of conversion to birth control. Almost everyone begins his remarks on the subject with "Of course I believe personally in birth control—" And of course they do; count the social workers with five children! What is needed now is action, not opinion. Only within recent years have social workers begun to think of themselves as a group for social action. They are beginning to "register" on certain types of social legislation, on state and national relief policies, and on questions of public welfare administration. We must grant, however, that they have usually been articulate on matters relating to technical administration rather than on basic questions of social change. Eduard C. Lindeman points out, in *The Birth Control Review*, that this timidity in "speaking out" is due to the fact that social workers have not yet attained a high degree of professional security. To quote, ". . . social workers respond to a complex set of standards and controls. They do not always know with precision whose authority serves to formulate their policies. . . ." Uncertain as to status and policy social workers, like the courageous professor of philosophy, are "willing to follow the discussion no matter where it may lead," but often hesitate to translate attitudes into social action.

Maternity wards throughout the country always have under care gravely ill women who have made a desperate attack on their own bodies to avoid motherhood. Abortion is known to be most common among mothers of four or more children. Hundreds of women who die from this cause are conscientious and devoted mothers, who are unwilling to increase the deprivations of the children they already have. Years ago in the University Hospital in Philadelphia a woman who was dying said to me, "I have no regret. If I live, I will do it over again. I will never bring another child into a home like mine." She left four children, and an amiable alcoholic husband who wept bitterly at her death.

Science has found a way to keep such mothers alive, to cut down the number of baby deaths, to increase the happiness of marriage. Social workers, who claim above all other professional groups to be interested in the preservation of family life, must meet this issue. We cannot longer pass the responsibility to others, coming in faint-heartedly where the work is "accepted." Our responsibility is clear; to aid in organizing clinics, in clarifying legislation, in presenting the need to laymen, in "registering" our convictions where they count. It's a good fight, and it's ours.

Boys Out of Institutions

By KATHERINE F. LENROOT

Chief of the Children's Bureau, U. S. Department of Labor

WHAT corrective treatment in an institution does to young people, in terms of their later life, was long a matter of more or less haphazard speculation. The past ten years however have seen various efforts to arrive at definite measures of the effect of institutional treatment in terms of success or failure in life outside.

Taking its cue from recent important studies on this line the Children's Bureau undertook in 1931-32 an investigation of the plants and programs of five state institutions for delinquent boys and a study of the subsequent careers of 751 boys who had been out of the institutions for five or more years. The study was planned by Agnes K. Hanna of the Bureau and Prof. Harrison A. Dobbs of the University of Chicago. It was developed by Alida C. Bowler, then of the Bureau's staff, who, with Ruth S. Bloodgood, prepared the report. Institutions for study were selected as generally typical of standards in various parts of the country. They were: Whittier State School, Whittier, Calif.; Boys' Vocational School, Lansing, Mich.; State Home for Boys, Jamesburg, N. J.; State Agricultural and Industrial School, Industry, N. Y.; and Boys' Industrial School, Lancaster, Ohio.

That part of the study which described the programs of the institutions was issued last year. [See *The Survey*, June 1935, page 181.] The second part, analyzing the results of institutional treatment is in press. It does not of course furnish a final measure of results, but rather attempts to measure the prevalence of certain factors in the lives of delinquent boys and the extent to which they had been able to make satisfactory adjustments subsequent to their institutional experience.

In considering the findings of the study, it must be borne in mind that between the time the boys were dismissed and the time the institutions were visited by the Children's Bureau field staff, changes had been made. In some the physical plant had undergone improvement; in others academic and vocational training had been modified to meet individual problems. In some instances attempts had been made to improve the extent and character of parole work, although this was, at the time of the study, "one of the weakest links in the chain of treatment activities."

Of the 751 boys who had been released within the time period selected for study, 623 were located and interviewed. They ranged in age from nineteen to twenty-eight years, at the time of the interview. In the majority of cases six or seven years had elapsed since the last placement on parole, and in some cases eight or nine years.

What had been the fate of these boys?

Without attempting to sum up here a statistical report of some 150 pages, it is possible to select salient findings which shed light on the needs and characteristics of these boys and the extent to which they were met.

The background of the majority was the familiar one of poverty, urban life in a bad neighborhood, poor living standards, school retardation, truancy and early conflict with the law. Of 585 boys for whom age at first court appearance was reported, sixty-three were under ten when first in court as delinquents; the majority ranged from eleven to fourteen years. Only ninety had not appeared in court before they were fifteen years old. The majority had been in court one or more times before commitment.

In California, nearly three fourths of the boys remained two years or more in the school, whereas in Michigan and Ohio more than two fifths remained less than a year.

About 85 percent of 587 boys for whom records of school attendance were obtained had attended school while in the institution, although only 45 percent were in school during their entire institutional stay. The heavy incidence of school retardation and truancy among the boys, prior to commitment, indicated that the institutions are confronted with problems which the public schools in the boys' home communities apparently had been unable to solve. This suggests the need for experimentation with curricula and teaching methods, as well as for teachers especially fitted by training and temperament to deal with difficult individuals.

Equally clear was the indication of need for adequate trade training. Of 619 boys for whom records could be obtained on this point, more than a fourth were not assigned to any so-called "trade" during the training period. Among the types of training, agricultural activities led, although only 6 percent of the boys had been living on farms before commitment and might be expected to live and work in rural communities after release. The next largest group was assigned to the tailor shop, with the print shop and the laundry next. Much of the training given was based on the maintenance and production needs of the institutions, rather than on the boys' abilities, interests, aptitudes and probable opportunities for employment on release.

SOME of the interesting data in the study relate to parole. They should be of much value to institution executives, who, at the expiration of every boy's training period, face the problem of placement for the boy they sought to train. It seems unreasonable to expect that with so short a period of training under a controlled institutional environment a boy in this formative period, without more preparation of the home and more help after release than was available through the parole system, could be so changed and strengthened as to be able to resist or to ignore the influences that so recently had contributed to his unsatisfactory behavior.

The lack of information as to whether the homes had improved while the boys were in the institutions is to be regretted, as it would be significant in evaluating treatment. The general impression the investigators received was that little change had been effected or even attempted by the social agencies in the boys' communities, by the officers of the institutions, or by the two working together. In certain institutions emphasis is now being placed on attempts to improve home conditions.

Although the age at which the boys were first paroled

varied considerably in the five institutions, the majority were between fourteen and eighteen years. Of the 623 boys interviewed, 483 were paroled only once, and of these 413 were paroled to their own homes and twenty-four to relatives. Ninety-nine boys had been paroled twice, twenty-seven had been paroled three times, and eight were paroled four times. The frequency of release to families in which standards were poor and to neighborhoods that were bad, was a striking fact.

Many parole officers expressed the belief that placement in any home other than that of the boy himself is unwise for a boy of the age of those included in this study. No matter how poor the home, if there is any family feeling at all, or any one person to whom a boy is attached, he is almost certain to leave a foster home to return to his own. If the parole officers are correct in this belief, here is an added reason for attempting to improve the boy's own home before he returns to it. This would demand much closer working relations between the institution, the juvenile court, and the family and child-welfare agencies than had been developed at the time these boys were under treatment.

Other interesting data had to do with the employment of the boys after leaving the institutions. Of 609 boys for whom this information was obtained, 49 percent got their own first jobs; 25 percent were aided by their families; 17 percent by parole officers; one percent through employment agencies; and 8 percent through other sources. Only four boys were reported to have been unemployed ever since leaving the institution. In short these boys did not seem to have the benefit of any intelligent or helpful placement service. The general impression of the field agents was that employment was largely a matter of chance; and that the boys continued to drift until they found a job in which they were reasonably contented, or else became so restless that they were practically unemployable. Only 7 percent of the boys had made primary use of the training received in the institution. Almost two thirds claimed never to have made any use of it, and the remainder had found it useful to some extent. Of the 440 boys for whom weekly earnings were reported, a large proportion had remained at a very low economic level.

Records of convictions subsequent to the first parole were found in 58 percent of 621 cases. Evaluating outcomes on a broader basis led to the conclusion that 35 percent of the boys seemed to have failed entirely to make the hoped-for adjustment to community life. An additional 33 percent had achieved adjustment of such doubtful character as to make it very uncertain whether the community could count on having no further difficulty with them. This is not a record with which any institution could be satisfied. It immediately suggests that a thorough examination of the treatment methods in vogue at the time these boys were in training might reveal some of the weak spots.

ONE of the challenging aspects of institutional work today seems to lie in the fields of education, training, and vocational guidance. In view of the present employment situation it is not easy to determine just what plan is best to follow in attempting to fit these maladjusted boys for self-support and productive life after release, but it is a question to which all such institutions need to give their best thought. There is no doubt that changes are needed.

It is also obvious that institutional programs need to be examined thoughtfully in relation to what they are doing to prepare a boy to make a wise choice of ways to fill his leisure hours when he is returned to community life. Unless the recreational program of the institutions has features that will serve the boy after his release it is missing its greatest opportunity.

The findings of the study in regard to parole, education, training, vocational guidance, and recreation, indicate clearly the necessity of individualizing treatment plans and adapting them to the requirements of each boy, and the need for close cooperation between the work of the institution and that of the other community agencies.

The study will fail in its purpose, however, if it does not increase appreciation of the wide range of capacities and circumstances represented in the lives of these boys. Each one should be thought of as an individual heavily burdened during the difficult period of adolescence by problems, often not of his own making, with urgent needs —common to us all—for interesting and worth-while activities, affection, recognition, and sense of achievement.

Kinds of Group Work

By J. STEWART BURGESS

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SOME one has humorously suggested that group work has arrived at the stage of the creation of a new vocabulary, that we are in for a new technical jargon to enable us to make more precise definitions and fewer rough and ready distinctions. May the terminology not terminate creative thought in this newly discovered but very ancient field of social work! Or shall we call it "education" or "education—recreation"? Protagonists, take your sides!

When social workers talk about group work they do not always put the same content into the term. This is true even when we assume the broad preliminary distinctions between work for aggregations of people, such as mass education or mass relief, and concentrate on the smaller more intimate interrelationings which are the accepted field of group work.

The groups that group workers deal with roughly fall into three categories, according to the fundamental purpose which the group is intended to achieve. Here we are clearly in the field of subjective interpretation. Since this is so, let us take our conning tower frankly from the angle of the promoters. What do they wish to achieve by and through the group?

There are at least three broad objectives which group

workers have in mind in founding, promoting or fostering group activities:

The individual therapy of group members.
The achievement by group members of a pattern of behavior deemed desirable.
The achievement by means of group activities of some social and affecting areas beyond the immediate interests of group members.

While any one group—say a boys' club in a settlement—may at times be the instrument to achieve any or all of these ends, it is convenient in speaking of group work to make these broad distinctions in the central aim of a particular group. The choice of functional ends will largely determine appropriate means and instruments, and will be a beacon light to the path leading to that end.

IN a recent discussion of the meaning of group work with settlement, YWCA, and other workers, it soon became apparent that the vital interest of most of them was in the group as an instrument for releasing energy and as an effective mode of personal integration of the individual group member. Somehow group contacts often do this. We are told that some expert case workers who find their clients failing to attain satisfactory personality adjustment will send them to a club to see what the group contacts may do for them. It can perhaps do no harm and may do some good.

Were social workers as familiar with sociology as with psychiatry, as familiar with Cooley, E. W. Burgess, and Kimball Young, as with Freud, Adler and Ranke, and as interested in the analysis of that organic unity known as a group as with that known as an individual, what the group does to the individual would not appear to be such a mystery—although mysterious enough, for as Dewey has pointed out, communications are of all phenomena the most mysterious. Not only is there a clearly defined sociological concept of the person in terms of the process of achieving status in the group, but there is a sociological interpretation of the self which shows the social conditioning if not creation of the self. Mark Baldwin, Herbert Meade, and others have thrown light on this relationship. The individual achieves personality through group contacts, the self is the product of group experience.

From whatever frame of reference we view this problem, there seems to be agreement among social workers that the group experience of certain types is effective in individual therapy. It is sometimes held that certain types—such as the neurotic with too much super-ego—love to participate in group activities, but are the most likely to break up groups by their excessive zeal; that those with too much ego need the experience of groups but are the hardest to get into them. By the same token, the Scouts may be doing a fine job for many boys, but may repel the ones that need most what they have to give. Obviously the Scouts' chief aim is to create a pattern of behavior of a definite kind, not to set up a group as a therapeutic agency to salvage maladjusted individuals. Such an aim would conceivably require a lack of emphasis on the group pattern and a concentration on the particular device to readjust the maladjusted—be it interpretative dancing, music, painting, poetry, nature study, or bird lore—to the sacrifice of a fixed program.

Another approach to this question is the interpretation of personal adjustment in terms of wishes or desires. In the case of W. I. Thomas' four wishes (for security, for new experience, for response, for recognition), it is obvious that all of these require a social or group milieu for fulfillment. Group work programs may be roughly evaluated in terms of the measure of fulfillment given to these wishes through group experience.

A second type of group work concerns itself with the use of the group as an instrument to create certain types of group members. The processes of group relationships may be so arranged that the interaction of leader and led, member and member, will turn out a certain type of person—be he a "good Christian," a "loyal citizen," a "cooperative member of society," a "creative personality," a "social radical," or a "good scout." Whether we adhere to rigid indoctrination and regimentation or to the freer development through the social interaction of creative personalities, we have in mind the type to be achieved, insofar as the group is an educational instrument to achieve a pattern of behavior in the lives of people.

The third type of group is the one directed to changing the social order, altering the social setting, reforming society. An example of this kind of group is afforded by the Philadelphia YWCA, which, concerned with altering conditions in industry, moved through some eighteen clubs in industrial branches to interest the girls in knowing their legal rights and in understanding the labor movement. Here clearly a by-product might be personal adjustment, and a certain type of person, the ardent reformer, might be created but the central objective of the group was to change social conditions.

IT would seem evident, that techniques and programs will vary considerably according to the purposes of the group. It is obvious also that group workers of whatever type need new understanding of the organic process of group life. Here, the average case worker is lost completely. She knows the complexes, inhibitions, psychoses, and so on, of the individual and she knows the terminology of psychiatric case work. But the processes of the group are usually an intangible and largely unknown field. The psychiatrist, in his discussion of cases, frequently will ignore the group relationships. Grace Coyle, in her book, Social Process in Organized Groups, has done pioneer service in elucidating these processes, more complicated and intangible than individual processes, but nevertheless involving sequence of relationship and systems of interaction of profound significance to the group worker. For example, the group considered as a unity of interacting personalities, as an organic whole, is subject to the processes of group formation, differentiation of function, achieving status, leadership and followership, cooperation, competition, conflict, socialization, achieving esprit de corps, and disorganization. These processes, if understood, may be utilized by leaders interested in any of the three types of group work. The facts of interrelationship in a group add something that no amount of analysis of individuals one by one, can discover.

A needed preliminary to a clearer understanding of the tasks of the group worker would seem to be the breaking up of the field into at least three types of groups, a clearer view of the different objectives of these groups, and the knowledge of the processes within group life.

"They Don't Want to Work"

By GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *There's always more to a job refusal than meets the naked eye. For example, what about the man who—*
>
> *Turned down a job because his feet hurt him?*
> *Refused work because his wife would be too lonesome without him?*
>
> *Wouldn't work near the state hospital because a fortune teller had told him to "keep away from crazy folks?"*
>
> *Scorned a pick and shovel job because it might cost him his political face?*

"BUT surely there's more to it than that? A man with his good record doesn't turn down a job just because his feet hurt?"

"Well, that was the only reason he'd give. His wage would be as much as the family gets on relief so it looks to me as if he just doesn't want to work."

Young Miss Reese inspected her finger nails and Miss Bailey, gazing at her across the desk, wondered if this girl would ever learn to see more in human beings than meets the mere naked eye.

"Have you seen the family since this happened?"

"Oh yes, I was out there yesterday. He had his feet in a tub of water—probably guessed I would turn up—and had a temper like a bear. He bellowed at his wife, and at me too, till I walked out on him. One of the children overtook me at the corner and told me not to mind, it was just one of Papa's spells—he'd be all right when he could get around. I'm sure I didn't mind, but jobs don't wait and I don't think a big husky man ought to turn one down just because his feet hurt—or be kept on relief either—do you?"

"What is the matter with his feet?"

"I haven't the least idea. I couldn't be expected to look at them, could I?"

Miss Bailey's pencil tapped a design of minute dots on the memo pad in front of her. "What is his job assignment?"

"Road work—out beyond the cemetery."

"But that's miles of walking every day—besides the work itself."

"Surely that isn't my responsibility; I didn't assign him."

"Miss Reese," Miss Bailey snapped the point off her pencil and didn't care, "has it ever occurred to you that there are reasons why people do not behave the way you expect them to, and that there is a quality of imagination and a capacity for deduction that is as necessary in this work as the ability to climb stairs and fill out a record card?

"You say this man won't work because his feet hurt. Do you think he was sitting with his feet in a tub of water, on a nice spring day like yesterday, just because he liked it? Did his raw temper convey nothing to you? Did the child, saying this was a 'spell', give you no clue that it had happened before; that there may be a disabling condition there that the doctors have a word for even if the family hasn't? Did it cross your mind that the conditions of this job—the long walk beyond the car line—made it impossible for the man to take the assignment that came when he was having a 'spell'?

"Now don't look like that. I'm not really biting your head off. Maybe this man is a malingerer. I don't know, but neither do you. You assume he is, because he didn't do what you expected him to do. But you haven't found out why he didn't; and if you knew why, his refusal might take on quite a different aspect to you.

"I'm not saying that every last man who turns down a possible job is a hundred percent justified. But I do say that it is our obligation to find out what is behind each one before we toss him off as 'a won't work'. The dear public does enough of that; let's you and I be a little more discriminating about it.

"Now about this man Gibson. Suppose you see him again tomorrow or next day and ask him to come in here as soon as he can get around and we'll see what we can do about another assignment. Have his wife come along if she wants to, and you try to be here too. I have a hunch that what he really needs is a doctor. But let's find out."

THERE is probably no phase of relief that has afforded so much dinner table gossip as job refusals. Everyone has a pet "They won't work" story that travels faster and farther than the facts which have been revealed by careful checkups. The FERA studied alleged job refusals in private employment in six different communities, urban and rural, all rife with rumor. Of 603 cases that were investigated, only twenty were found that were clearly unjustifiable refusals to work. The rest divided roughly into three groups: those who were permanently or temporarily incapacitated for the specific kind of work offered; those who on account of defective procedure of notification had not reported for work as directed; those who found or felt themselves unable to meet the conditions of work. In the last group were people who could not provide care for invalids or young children left alone; who were unwilling to jeopardize their union status by accepting sub-union wages and those who passionately "would rather starve" than submit to the long hours and small pay which they believed, not unreasonably it seemed, exploited their desperate condition. In the last group are found most of the cases that provide gossip fodder and sensational headlines.

"One of our troubles in getting at the bottom of a job refusal," said a worker in a midwest city, "is the fact that we don't speak the same language as the client, and don't have the time or take the trouble to find out what lies behind his statement. We have a lot of sharply definitive terms which he doesn't get at all, while he uses terms that seem foolish to us. I'm thinking of our Fred Muller, a simple sort of man, not very bright, who told us he couldn't take a job because his wife was too lonesome without him. A good many inexperienced workers would have hit the ceiling at such an alibi—the couple had been years married,

had several children and until the depression the man had worked steadily. It seemed a bit late for clinging-vine stuff. But this worker sensed something behind the 'too lonesome' and presently, under her careful questioning he told how his wife cried all the time when he was away and didn't get along so well with the children. He was afraid to leave her alone with them, afraid she'd 'harm' them, and herself too. Clearly the woman was in a serious mental state, but the only word the distraught man had for it was 'lonesome.'

"What did we do about it? We got him to agree to send her away for treatment, and got WPA to put in a woman from its visiting housekeeper project to look after the children while the mister is working. He's getting along fine now and in another couple of months his missus will be ready to come home. But what a mess it might have been if we had taken his 'lonesome' at its face value."

THE extent to which fears and superstitions influence people, even to the critical point of refusing desperately needed work, has been a disquieting revelation of the times.

"We can understand fear of uncertainty and of insecurity," said a supervisor, "but when a man or woman accepts disadvantage on account of a fear that has no basis in reality we find it hard to be patient. We had a man the other day who refused to work because the foreman of his gang had red hair—said his mother had been scared by a red-headed man and that he was marked; red heads were unlucky for him. We had a few things to say, but he persisted and finally we switched him to another gang where he has worked steadily and well.

"Another man wouldn't work on the state hospital grounds because a fortune teller had told him he must always keep away from 'crazy folks.' He got all white and shaky when we tried to talk him out of it, so we decided that maybe the fortune teller knew him better than we did, and got him on another project.

"Then there was the girl who turned down a job sorting cards because her mother wouldn't let her work for a man. So far as we could judge, that girl would have been perfectly safe anywhere, but we didn't go into that. We got her reassigned to another office that had a woman manager and everybody was happy. I don't suppose we'll ever know the story."

Sometimes fears that actuate job refusals are of another sort—fear of loss of face for example.

"It is pretty hard to lay down rules where pride is involved," said a department head of long experience. "The best we can do, given the pressure under which we work, is to try to see behind the front, to estimate the false and true and hope that we don't do too much damage. I'm reminded of our Jimmy Wheeler, who glorifies himself as a political power in his neighborhood though we've never seen any evidence of it. He'd been a laborer all his life and it was only when he fell into unemployment that he began to fancy himself in a political role. All his high and lofty talk didn't land him a job, however, and apparently his neighbors never knew that he, like them, was on relief. When he was transferred to a pick and shovel, WPA job he fairly burned up. Said he could never hold up his head again if he wasn't at least a foreman. How much prestige he had to lose we never knew, but things being as they were it was pick and shovel or nothing for Jimmy. He finally gave in, but he's a very much abused man."

The pros and cons of withdrawing relief from clients who have left or refused jobs in private industry are sometimes so complicated that in a few cities the relief agency has set up a citizen board to pass on difficult cases. In Philadelphia the Job Refusal Committee, made up of citizens prominent in business, labor organizations and local government agencies, and including a psychiatrist, has been operating for a year with results that make for good relations with the community as well as with the clients. The committee has two general definitions within which it operates:

An offer of employment will be considered bona fide when both the wage offered and the number of working hours required are the going wages and hours in that industry, provided the working conditions are in accordance with the Board of Health regulations and that the performance of duties does not impair the beliefs (religious or other) of the employe.

Reasons for refusing work or leaving employment will be considered justifiable whenever work offered or required cannot be classified as bona fide employment; the physical abilities, previous training, or experience of the employe are not in line with the position offered; the performance of duties will impair the health of the employe or his possibility of returning to his lifetime vocation.

When a client refuses or leaves a job the investigator, with these definitions in mind, obtains a complete signed statement from him and from the employer. In many instances these statements so illuminate the situation that the district office is able to come to a decision. If the validity of physical disability is involved the case is submitted to a doctor who acts as a medical referee. When the issue is confused and controversial, the case is presented to the committee by the worker in charge who, in the discussion, is more or less cross-examined on the case history behind the statements of client and employer. Naturally the experience and special knowledge of the committee members also come in, in appraising the bona fides of both client and employer. If the employer has shown himself recalcitrant in cooperation, the client gets the benefit of the doubt. According to the findings of this committee, weighing the social, economic and personality factors involved in each case, relief is given or withheld.

The hue and cry about relief people who won't work has been out of all proportion to the numbers of clear-cut cases of refusal. In fact, say the social workers, there are so few clear-cut cases that no generalizations can be drawn from them. "Follow a refusal far enough, come clean yourself of prejudice and irritation, weigh well the reasoning capacity of the person concerned and only once in a blue moon will you find a case that is not open to a reasonable interpretation of what constitutes a justified refusal."

WELL over 30,000 of the three pamphlets, Miss Bailey Says . . . each including eight of the articles in this series, have been sold. A fourth one is now ready. Thirty cents each, the set of four for a dollar, postpaid of The Survey. Reduced quantity rates on request.

The Common Welfare

The President's Opportunity

NOT since state and local relief broke down in 1932 and the new Roosevelt administration took over the heavy end of the load through the FERA, has unemployment relief been so undependable as now and so full of gaps, taking the country as a whole. On the one hand, there has been conflict and criticism over the WPA since the burden was split in two last year and work projects were hurriedly installed to take over the so-called employables as the federal share. The widespread charges of their political manipulation are not merely the outcroppings of a campaign year. The roots go back to the amendment of the original bill putting appointments at the favor of whichever party in any district is seated in Congress. On the other hand, state after state has side-stepped that share of the obligation left to them—for direct relief; or thrown helpless people back on old poor-law districts, bankrupt in funds and laggard in responsibility. Illinois, for example, last month reverted to township administration. Taxpayers, balking at huge federal figures and upset by bond issues and tax levies closer at home, have become vocal. "Where is it to stop?" they ask. Meanwhile, as in New Jersey last month, it may have stopped already, so far as the unemployed themselves go. The occupation of the state capitol at Trenton could not have been organized by the militant Workers Alliance except for the fear and uncertainty to be found among hundreds of thousands of unemployed families the country over who for the most part are as yet inarticulate.

The President, himself, in his relief message of March 19 [see *The Survey,* April 1935, page 99] intimated that "further plans and policies" might be necessary. In his Baltimore speech of April 13 he went further, indicating that unemployment may not prove a temporary phenomenon in this country to be treated indefinitely as an emergency. More than one governmental official has admitted that, failing a pronounced pick-up in employment, a new approach must be made to the whole problem. Yet, given the exigencies of a campaign year, and the pulling and hauling over the billion and a half dollar works program bill, now pending, it is dubious if any further action can be looked for until the new Congress meets next January —beyond what now looks like muddling through.

Meantime evidence multiplies of public reaction which, if it continues, may result in thrusting all unemployment relief back to the level of the poor-law dole. That danger is enhanced because the public lacks any broad-scale pattern it can turn to as an alternative to the improvisations of the past five years.

Here would seem to lie the President's opportunity: to appoint a small authoritative non-partisan commission, outside his official family, financed to hold public hearings, to assemble the human and financial realities of the situation, and to develop recommendations for a long range policy which would comprehend public assistance, the social security program, work supply and the employment services. Such a commission, working through the summer, would hold out hope to people who now see only loose ends and chaos ahead. It would give the new Congress, when it meets next January, something tangible and sound from which to approach our national responsibility toward reemployment and the relief of destitution.

Hard Times and Cooperation

THE phenomenal recent growth of cooperatives, especially in the Middlewest [Meet the Co-Ops, by Bertram H. Fowler, see *Survey Graphic,* January 1936, page 27], has received a stimulus from an eastern, though not an unexpected, source. Edward A. Filene, long active in the organization of cooperative credit unions throughout the country, announced recently the organization of the Consumer Distribution Corporation, with a capital of one million dollars, to promote the organization of cooperative department stores. As a leading American merchant Mr. Filene speaks with authority when he says, "Distribution is now our basic economic problem." The new corporation is not a holding company, but will act rather as a service for locally owned and operated cooperative stores, handling centralized buying, conducting research, and providing expert assistance in management, public relations and the like. "The depression has convinced me," Mr. Filene declared in announcing the step, "that a system of retailing, to be effective now, must be a system in which the customers are not only securing every possible assistance from the distributors but in which they know that all the profits are to be theirs." Effectiveness of retailing, in turn, could help cut the "tremendous wastes of traditional merchandising" and so promote the buying power of everyday Americans. In the inability of consumers to buy what manufacturers can make, Mr. Filene sees the root of hard times.

The Next Hundred Years

NEW YORK CITY has just celebrated the two-hundredth anniversary of its municipal hospital service, started in 1736 when a place for the sick was set aside in the "Publick Workhouse and House of Correction." Dutch and British heads doubtless wagged over this innovation. Like other social safeguards, both public and voluntary hospitals have had to push their way against inertia, lack of funds and often downright opposition. This two-hundredth anniversary, in fact, finds increase of hospital service under fire in the New York State Medical Society, where a committee report charges some "hospital corporations" with "exploitation" of the profession and urges doctors to organize to hold their own.

That resolution is a symptom of the country-wide ferment over distribution of medical services. The Ross-Loos Medical Group in Los Angeles [see *Survey Graphic,* June 1935] has been cleared, by the Judicial Council of the American Medical Association, of the charges made against them by their county and state medical associations; the Council's sweeping decision found that all principles of jurisprudence were violated in the "trial" and expulsion of Dr. Ross and Dr. Loos by their peers. In Cincinnati,

however, proposals for group medical services on a prepayment basis have been defeated recently, by vote of the local medical body and in Philadelphia by a ruling that the state insurance law, written for a different purpose, forbids them.

There was a bright spot in New York City's Bronx a fortnight ago when official and voluntary health and social agencies and doctors, dentists, pharmacists and others joined hands in an educational campaign to promote health and prevent disease. The costs of preventive service are largely met by government and philanthropy. When it comes to distributing medical care and new ways of paying the doctor we face an era no less controversial than that instituted by the Workhouse ward two centuries ago.

New Housing Bill

IN early April Senator Robert F. Wagner introduced his long anticipated housing bill into the U. S. Senate —a bill hailed by one housing expert as the most comprehensive and intelligent housing measure yet put before the American Congress.

The bill provides for a permanent independent body, to be known as the U. S. Housing Authority, empowered to make loans and grants to state and local public housing agencies, and to private limited-profit housing agencies, for low rent and slum clearance projects. For the first time standards are definitely set and such terms as low rent housing, slum clearance and low income groups defined. Thus, the bill aims to make certain, among other things, that its provisions would not result in undue competition with private enterprise.

Total funds which the bill would make available are $976 million over a period of six years—$376 million direct appropriations, $100 million as loans from the Reconstruction Finance Corporation; the remaining half billion to be obtained from the sale of the Authority's own bonds. In contrast with the present policy, the bill provides for immediate decentralization of operation—although there is provision for the building of "demonstration" projects by the Central Authority.

During the five days of public hearings on the bill, certain modifications were suggested and the appropriation was criticized as inadequate. On the whole few pieces of major social legislation considered by Congress during the past four years seem to have commanded such united support from social agencies, organized labor, the clergy, public officials and authorities in the field of housing.

Industrial Unrest

FEAR of labor spies on the part of workers, fear of strikes and strike violence by employers, employes and the public—this is one side of the spring scene in industrial relations. The other side shows such heartening developments as the steady, constructive work of the National Labor Relations Board, and the successful resort to arbitration in the recent elevator strike in New York City. [See *The Survey,* April 1935, page 110.]

Wage increases, substantially those asked by the union, were awarded the building service employes by Ferdinand A. Silcox, Chief Forester of the United States, who was named arbitrator when the strike was called off. Mr. Silcox's award, based on public hearings, sets minimum wages ranging from $936 to $1456 a year. He held that the first obligation of the real estate business is "to meet, upon some basis of reasonable minimum standards of wages, its labor costs."

Before a subcommittee of the Senate Committee on Labor and Education, the ugly picture of the "spy system" in certain plants and industries is being detailed. Both union and non-union workers are giving personal experience stories of their contacts with undercover men and of offers of "good pay" for information as to what fellow-employes are saying and doing about organization.

One of the most troubled areas in labor relations is in shipping, among the dock workers of both Atlantic and Pacific ports and among seamen. In San Francisco, employers have suspended relations with the stevedore's organization [see *Survey Graphic,* September 1934, page 405] announcing that they will deal with the National Longshoremen's Union, but not with the local under its present left-wing leadership. Discontent among seamen reached a point recently—where the crew of a Panama Pacific liner refused to cast off until the owners agreed to pay the West Coast wage scale. Whether these seamen were "mutineers" or merely strikers is still being argued. Not long ago the Morro Castle disaster and the general strike in San Francisco brought out disquieting facts as to working conditions along the docks and on shipboard. Continued unrest among these labor groups gives significant if less dramatic evidence of strained industrial relations, threatening serious tie-ups in both freight and passenger service unless the problems of the workers are as carefully reviewed as were the demands of the striking New York building service employes.

Security Laws

THE principle of unemployment insurance won an important round last month when the New York law was upheld by a five-to-two decision in the highest appellate court in the state. In a forthright opinion, Chief Justice Frederick E. Crane pointed out that vast sums have been spent for unemployment relief, but that "the legislature of the state, acting after investigation and study upon the report of experts has proposed what seems to it a better plan." Judge Crane held that "whether or not the legislature should pass such a law, or whether it will afford the remedy or the relief predicted for it, is a matter for fair argument, but not for argument in a court of law." The court found that in this exercise of legislative power there was nothing which "deprives any employer of his property without due process of law or denies to him the equal protection of the laws."

How rapidly the social security current is moving is shown not only by this decision, but by the recent conference program of the American Association for Social Security. In these meetings there was a notable shift in emphasis, as compared with last year, from the securing of legislation to the problems of administering existing law. The need for adequate, trained personnel was conspicuous in discussion of both federal and state programs.

Sixty-third National Conference of Social Work, Atlantic City, N. J., May 24-30.
Third International Conference of Social Work, London, England, July 12-17.

The Social Front

Security

THE first old age assistance check issued by Connecticut went to Henry E. Dorous, an Indian of Pequot and Narragansett ancestry. . . . Not the first check issued in Missouri, but the first issued to A. L. Goff, aged seventy-six, was used to purchase a license for his marriage to a widow of seventy-one, and to finance their honeymoon.

Indiana's Program—Legislation designed to meet all parts of the Social Security Act was recently passed in Indiana. A public health law designates the State Board of Health as the cooperating agency in public health, maternal and child welfare. A new department of public welfare is created with four divisions: Public Assistance, to administer old age and blind pensions and aid to dependent children; Children, for aid to crippled children and child welfare services, and to supervise all state child welfare work; Medical Care; Corrections. The law also creates county public welfare departments.

The unemployment compensation law provides for reserve and guaranteed employment plans and sets up an unemployment compensation division in the state treasury department.

The bills were drafted by a committee appointed by the governor, of which R. Clyde White of the economics department at Indiana University, was head.

Two State Programs—The Colorado state legislature in special session enacted a rounded social security plan, providing for state cooperation in old age assistance, aid to the blind and to dependent children. Only one phase—unemployment compensation—was defeated. A commission is to be appointed to study this problem. . . . Governor Earle of Pennsylvania has announced that he will call an extraordinary session of the legislature this month, to consider, among other things, social security legislation.

Unemployment Compensation—Mississippi's new unemployment insurance law provides for a pooled fund, with benefits set at fifty percent of wages, limited to $15 a week for twelve weeks. Employers will be assessed 1.2 percent of payrolls for the last nine months of 1936, 1.8 for 1937, 2.7 thereafter. . . . First assessments, one percent of payrolls, under the New York law were due on or before May 1, following the favorable decision on the law (see page 145). . . . The Social Security Board announces that U. S. Treasury checks for administering unemployment insurance laws have been sent to Alabama, $7814.10, and Massachusetts, $33,348.17. . . . At this writing, bills to provide unemployment compensation for transportation workers have not yet come to vote in Congress. The Wheeler-Crosser bill would give a one year "dismissal wage" to workers displaced by consolidation or contraction of railroad facilities. Joseph B. Eastman, transportation coordinator, recommends the enactment of an unemployment compensation program covering 1,564,000 workers in the rail, motor, water and air transportation industries. Benefit payments would be based on wage losses, for either complete or partial unemployment. Funds would be provided by levies on the carriers at the rates fixed in the Social Security Act.

Townsend Plan—Directors of the Townsend Plan, while challenging the current congressional investigation as "unwarranted and unconstitutional," announce a complete reorganization. . . . The Twentieth Century Fund, which is including the Townsend Plan in an old age security study, has released estimates showing that the proposed transaction tax would yield annually only about 16 percent of the $24 billion a year needed to pay old age pensions of $200 a month.

Profit and Loss—St. Louis County, Minn., reports that it saved about $10,000 in payments to needy aged during April under the Social Security Act. William Hodson, New York City's commissioner of public welfare, announced to the press that the city lost during February and March $295,452.49 through failure of the state legislature to enact measures making possible cooperation with the federal social security program.

Child Welfare—Seventeen of the thirty state plans for child welfare services have been approved according to an announcement by the Secretary of Labor late last month. First checks, covering federal grants for the period ending June 30, 1936, have been mailed. Estimates of the amount due each state are made by the Secretary of Labor, under the terms of the Social Security Act, following notice from the chief of the Children's Bureau that a plan has been approved. . . . The Kansas plan for child welfare services stipulates that the program for the first year shall be devoted to training workers now employed in county welfare departments. Training will include district and state institutes, reading courses, and scholarships for three months intensive work under supervision at a demonstration center in a rural county. The federal grant for the program for a year is $31,000.

With the WPA

IF statistics are facts the statement that "we still know nothing about relief and unemployment" seems to fall down before the overwhelming compilation of figures contained in Harry L. Hopkins' report on the works program. In general the report covers the period up to January 1, though some figures are carried to March 1, with detailed accounting of the operations of each of the forty-four government bureaus and divisions touched by the Emergency Relief Appropriation Act of 1935, the combined activities of which, in relation to jobs for the unemployed, constitute the works program.

The report requires 111 out-size pages, some thirty of which are solid statistical tables, presenting figures first this way and then that, according to limitations of the Act, presidential allocation, allotment by states, and by organization units and so on. Here are summarized the findings of the relief labor inventory made last year as a guide to setting up projects, (see chart on next page) and here is shown the extent to which WPA dominates the whole works program. Of the 3,853,000 on the payroll on February 29, probably the peak, 80 percent were on WPA projects, 12 percent in Emergency Conservation Work, predominantly CCC, and 8 percent, some 355,000 workers, were on projects under the supervision of forty other federal agencies.

City Projects—The New York City WPA has organized a Bureau for the Physically Handicapped, Dora H. Crampton, director, which will organize projects to meet the needs of some 5000 physically handicapped persons on the relief rolls who are classified as employable. Projects will be for cardiacs and cases of arrested tuberculosis as well as for orthopedic cases, and will look toward reeducation and rehabilitation as well as employment. . . . Spring plowing got under way in New York City last month for some 5000 subsistence gardens in outlying sections. Plots are

available to families who are on home relief, on WPA but requiring supplementary relief, and on WPA but receiving only the minimum wage of $60.50 per month. WPA does the plowing and seeding, supplies tools and expert instruction on cultivation and harvesting, and finally cans the surplus.

On the Job—The monthly wage rate of some 2,600,000 WPA workers last December averaged $50.03 for the United States, varying from $26.78 in the southern region to $58.10 in the thirty-two states comprising Region 1, where more than 70 percent of assigned workers were located. Only 15 percent of all assigned were on a rate of less than $30 per month; and more than 50 percent were on a rate in excess of $50. It should be noted however that these were rates, not actual payments. Owing to late assignment, sickness and other circumstances these rates exceeded, in general, the actual amounts paid.

According to a recent WPA report approximately ninety-six out of every one hundred persons engaged on its projects the country over were taken from relief rolls, and some 80 percent of the total employed in December 1935 had been assigned to unskilled labor.

The safety record on WPA projects for the first six months of their operation goes to New Jersey with a frequency rate of 9.0 lost time injuries per million man-hours. New York City comes next with a rate of 10.5. The average for the entire country was 21.7. Of the 1377 accidents in New York causing loss of time the largest number, 418, involved "injury through handling objects." Three workers were injured "by animals," one being bitten by a dog, one stung by a bee and one stung by a wasp.

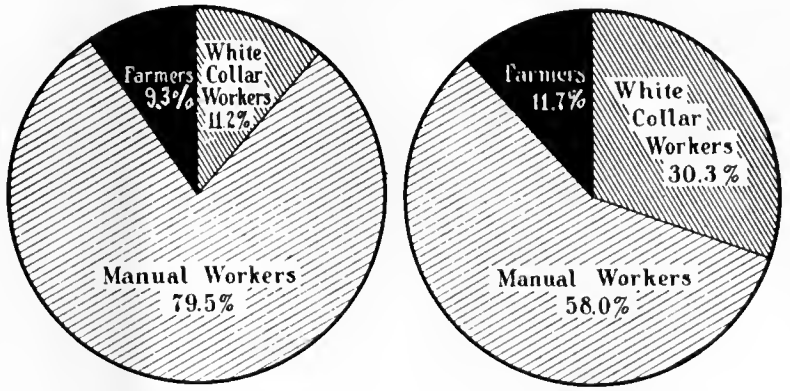
Status and Rights of Injured Relief Workers is the subject of a fully documented study by Isadore Polier, 60 Wall Street, and Frank J. Donner, Furnald Hall, Columbia University, New York. It is reprinted in a pamphlet of fifty-eight pages from the *Columbia Law Review,* April 1936. (Copies from the authors.)

They Will Work—The studies of reasons why relief clients failed to accept WPA employment continue to come along from the Division of Social Research of WPA. A recent one (WPA Research Bulletin, Series II, No. 16) covers thirteen cities: Atlanta, Baltimore, Bridgeport, Butte, Chicago, Detroit, Houston, Manchester, N. H., Omaha, Paterson, N. J., St. Louis, San Francisco and Wilkes-Barre. Another (Series II, No. 15) covers Toledo, Cincinnati and portions of Stark and Athens Counties, Ohio. In the thirteen cities an average of 28 percent of the total assignments did not result in placements. Failure ranged from 15 percent in Houston, Manchester and Omaha to 48 percent in Paterson, but analysis showed that in none of the cities did the number refusing to work without justifiable reason exceed one percent of the sample, and in eight cities there was not a single instance of unjustified refusal. Most of the failures to accept referral were traced to inaccurate records of employability, and of home addresses. Some 27 percent were due to physical disability.

Much the same story was found in the Ohio cities. In Cincinnati only three out of 546 cases studied actually refused to work and in Toledo seven out of 420 cases. Here as in the thirteen cities inaccurate records were responsible for many of the apparent failures to accept assignment.

Workers on relief and total gainful workers in the U.S., age 16-64

Percentage distribution by occupations



Workers on Relief
FERA Labor Inventory
March 1935

Total Gainful Workers
U.S. Census of Population
April 1930

Jobs and Workers

BETWEEN March 1933, and December 1935, the number of persons employed in this country increased by 5,413,000 according to a report recently released by the National Industrial Conference Board (247 Park Avenue, New York). The Board compares this with President Roosevelt's estimate of 5,300,000 relief cases, which the report interprets as meaning that nearly 19 million persons or 14.8 percent of the population "are receiving relief in some form." In the opinion of the Board, "the solution of the unemployment problem must be sought not in increased output and employment in manufacturing alone but chiefly by an increase in activity in other fields."

Strikes as Nuisances—Based on the common law doctrine under which communities regulate nuisances, two Wisconsin cities, Milwaukee and Superior, have passed unique ordinances dealing with labor disputes. The ordinances provide that where an employer refuses to meet with representatives of a majority of his employes to bargain collectively, and the refusal causes fifty or more persons to assemble "within an area of one half acre on the streets adjacent to the . . . place of business" for an hour or more on two successive days, the employer "shall be deemed to be operating and conducting a public nuisance" if in the opinion of city officials the assemblage "constitutes a danger to life, limb or property." The officials may then declare the assemblage a public danger, give written notice to the employer and order him to close his place of business within twenty-four hours. Violation of the order to close subjects the employer to a fine of not less than $50 nor more than $300 for each day's violation, or to imprisonment for ninety days.

Placement for Extras—A placement service for Hollywood movie extras, recommended by the Russell Sage Foundation and organized by the industry ten years ago, "has justified itself socially as well as economically," according to the annual report of Will H. Hays, head of Motion Picture Producers and Distributors, Inc. Through the Central Casting Corporation, more than two and a half million placements have been made. Ten years ago, movie extras by the thousand "were forced to make the rounds of the studios, often located miles apart, and

often compelled to pay as much as 7 percent of their salaries to commercial employment agencies." Dr. Louis Bloch of the State Labor Department, who recently surveyed the work, has recommended that the Corporation's list of some 275,000 extras "be cut down to a number who might earn modest support through such work."

Silicosis—Two research projects are being carried on by WPA in or near Boston with a view to eliminating or curtailing effects of silica dust and of certain chemicals on industrial workers. Under one project, exhaustive tests are being made to determine the best ways of eliminating the dust hazard. The second project is a study of industrial chemicals. Findings will be made available to interested groups. . . . In New York City the Board of Health is actively studying the silicosis problem. The city has the power to compel industry to adopt preventive measures. There is a question among public authorities as to whether the city or the state should tackle the job of prevention. The State Labor Department now has control over dust hazards only in certain occupations, though a bill is pending to enable it to adopt rules for all industries, including public works. Official figures show that about 20,000 workers in New York State and 4000 in New York City are exposed to silica and other dust hazards, but there are no estimates regarding the number who have contracted silicosis. This could be determined only by periodic physical examinations, to which organized labor is opposed. . . . At the National Conference on Silicosis held recently in Washington, it was pointed out that industry is now almost without financial protection against silicosis, since few liability companies will assume a silicosis risk except at a prohibitive premium. Alfred C. Hirth of the Air Hygiene Foundation of America reported that, so far as the design and manufacture of mechanical safeguards are concerned, the dust hazard "is already on the way out." Speakers at the conference urged that the installation of dust-removing or dust-preventing apparatus be made compulsory and, in addition, that public inspectors periodically make dust counts and surveys of plants and of construction projects where dust would ordinarily be a danger to the worker.

NRA Analysis—A Committee of Industrial Analysis has been created by President Roosevelt to summarize the accomplishments of NRA which officially passed out of existence April 1. All NRA records, with the history of the various codes, will be available to the committee, which is expected to complete its work by January 1, 1937. Secretaries Roper, Perkins, and Wallace were named to the committee by the President. A lawyer, an economist, a representative of industry and a labor member will be added.

Household Employment—A second study of household employment was recently issued by the Social and Industrial Section of the World's YWCA executive committee, based chiefly on answers to questions sent to the national associations. Among the subjects treated are: the disadvantages of household work from the worker's standpoint, and its advantages as a vocation for women; housewives as employers; what is being done in various countries to improve conditions by training, group action and legislation; provisions which should be covered by a standard employment contract; the place of employment bureaus. Household employment was one of the subjects discussed in the Industrial Assembly, in connection with the national convention of the YWCA at Colorado Springs last month. (Further information from the National Board, YWCA, 600 Lexington Avenue, New York.)

Record and Report—The Industrial Research Department, University of Pennsylvania, has published another of the notable studies being made in cooperation with the State Employment Service: The Incidence and Duration of Unemployment Among New Applicants at the Philadelphia Employment Office, by Gladys L. Palmer. It analyzes the records of all applicants twenty years of age and over in 1934. . . . The Oregon State Relief Committee, in cooperation with FERA, has made a study of the occupational characteristics of workers on relief, under the direction of E. B. Mittelman of the University of Oregon. Among a total of more than 16,700 relief cases, from 70 to 75 percent were on relief only because of the depression.

Personnel Practices

MORE than 13,000 employes of the City of New York, engaged in the administration of relief are still exempt from civil service requirements, though the city operates officially under civil service. The situation is created by the mandatory provisions of the State Relief Law which in 1931 declared an "emergency," an "illusion," says William Hodson, Commissioner of Public Welfare, "which is responsible for many of our troubles."

Merit System—Although "unfortunately unable to put the salary schedule into complete operation," the Michigan ERC, out of its two years' study and experience in personnel problems, has evolved a policy on personnel qualifications and salaries and on regulations governing appointment of county personnel. The whole system is regarded as a device for staff development to be used only until civil service is achieved. The basis of appointment of county staff is outlined and starting salaries with automatic increases and bases of promotion stipulated. Counties are grouped as A, B, C and D, with 50 percent weight for population and 50 percent weight for the average case load over the period of a year. Minimum and maximum salaries for an administrator range from $100-$200 in an A county to $200-$350 in a D county, of which, incidentally there are only four. In the lesser positions the range between the counties is much narrower. Qualifications are set forth in detail for all new administrators and social service workers. They do not apply retroactively, but in considering promotions or in effecting staff reductions they are taken into consideration. A limited number of copies of the schedules, qualifications and regulations are available from George F. Granger, 603 Bauch Building, Lansing.

Case Loads—A daily time-log of a fair sampling of home visitors in the Milwaukee Department of Outdoor Relief showed that it required an average of eight hours a week overtime in order to carry case loads of 140. A visitor put in an average of four hours and forty minutes every day in the clients' homes —some fourteen calls of twenty minutes each—spent an hour and fifteen minutes getting from place to place, and three hours and fifteen minutes in office work, making a total of nine hours and ten minutes instead of the "regular" seven and a half hour day. Arguing for a reorganization of staff on the basis of a case load of 100, Benjamin Glassberg, director of the department, says: "I am convinced that the heavy burden carried by the visitor has militated against efficient work, and is one of the chief reasons for the difficulties and lack of understanding which so constantly arise. If more careful work were done in the home, possible only with a smaller case load, there would be no need for three or four hundred clients coming to the office daily to see their visitors."

Local Fight—Parochialism won a round in New York last month when the Board of Aldermen, over Mayor La Guardia's veto, passed the Lyons bill which would automatically dismiss from the ERB staff any employe "who at the time of employment was not a citizen, actual resident and dweller in good faith in the city of New York for at least six months, if qualifying under

the 'needs test,' and at least one year if not qualifying under the 'needs test.'" The bill would affect 372 employes, including Charlotte Carr, director of home relief. The Mayor promptly countered the Board's action by suspending the local law on the ground that it conflicted with regulations of the state TERA, which had served notice on the city that it would withhold some $6 million of state relief funds this year if the residence requirements became effective.

Latest developments include threats from politicians who favor the bill to bring legal action to balk the Mayor and rumors that the fight will now center on the TERA. Meantime the 372 "carpet baggers," some 80 percent of whom are paid less than $35 a week, remain on their jobs.

For Study—A generous twenty-five cents worth is the pamphlet, now in its fourth printing, Trained Personnel for Public Service, by Katherine A. Frederic, published by the National League of Women Voters, 726 Jackson Place, Washington, D. C. It discusses the merit system, its present extent and the opportunities for its improvement and offers discussion outlines and a bibliography for local groups.

Among the States

THE Michigan ERC has ruled that the veterans' bonus payable in June must be considered as a resource in determining eligibility and need for relief. "The definite amount to be used to replace the relief grant must be determined in each case individually, but in general it is expected that not less than 50 percent of the bonus payment will be used for subsistence."

Inaction—All pressures have thus far failed to induce the governor of Missouri to call a special session of the legislature to replenish relief funds. When the state went out of "the business of relief" the end of March about 200,000 people were left on the rolls with small prospect, except for those in St. Louis, of any further aid except a small dole of surplus commodities. St. Louis had for its April needs $147,000 from city funds and a final allotment of $100,000 from the state, with which to care for a case load drastically cut to about 12,000. At this writing it is indicated that family allowances will drop from an average of $22 to $9 a month.

The persistent refusal of New Jersey legislators to get together on a plan for financing relief put an end in mid-April to state participation and threw back on 564 municipal overseers of the poor the business of caring for some 270,000 persons without resources. The last act of the State Relief Council was to allot its remaining funds, less than $400,000, to the localities in amounts which would carry them for about a week. On April 22 the legislature met for a brief ineffective session and adjourned for a week. At this point a group of some fifty men and women, led by the Workers' Alliance of New Jersey, moved into the capitol building with food and bedding and announced that unless forcibly ejected they would camp in the assembly chamber until the legislature got back to work and took effective action. At this writing (April 30) the legislature has turned matters over to a "board" and again recessed without providing funds. The campers, dispersing, promise to "fight with votes."

Fitzpatrick in the *St. Louis Post-Dispatch*

"Good Morning, Governor"

On April 15 the ERA gave its staff notice of discharge as of April 30. During the interval most of the municipalities used ERA workers to write relief orders on local funds. On May 1 this cushion between clients and local officials will be removed and the overseers will have to deal directly with the clients. Meantime the municipalities are frantically scraping the bottom of their financial barrels. A number have proposed small bond issues; Trenton, the capital, flatly refused to take responsibility; the mayor of Jersey City instructed the relief director to "use his discretion"; Paterson voted $15,000 to last four days; Camden suspended food orders for its relief families.

Small Progress—The new Illinois old age pension law is definitely a poor-relief measure, Joseph L. Moss, director of the Cook County Bureau of Public Welfare, recently told the Chicago City Club. In most respects its benefits will be comparable to the relief administered by the Illinois ERC. "The act provides in effect that the person must be in need, dependent upon the public for support, and without children reasonably able to help him. Any income whatsoever is deductible from the maximum of $30 a month." In Cook County the BPW is the administrative unit. Elsewhere the county judge appoints a commission of three authorized to employ necessary staff. Mr. Moss estimates that there are from 30,000 to 35,000 eligible in Cook County of whom some 20,000 are already on relief. Of about 4000 residents in private old peoples' homes possibly a third are eligible.

Child Welfare

SPRINGING from a general and growing concern over conditions in relation to juvenile delinquency, Mayor La Guardia of New York has instituted a new social device, which is termed the Bureau of Adjustments, at the point of intake of the Manhattan Children's Court. The Bureau will decide for all children referred to it, whether they shall go before the judge or be handled by agencies other than the judicial. Whenever possible, children, instead of being arraigned immediately, will be referred for study, diagnosis and treatment by the Bureau, which will function under a new departmental Coordinating Board for Child Welfare. Cases of neglect, truancy, incorrigibility, and those in which a summons is sought for an act corresponding to an adult offense below the grade of felony automatically will go direct to the Bureau of Adjustments. A judge may refer to the Bureau any kind of case; before or after arraignment.

The Inter-departmental Coordinating Board for Child Welfare is headed by Presiding Justice John Warren Hill of the Court of Domestic Relations and includes Byrnes MacDonald, director of the Juvenile Aid Bureau in the Police Department; George H. Chatfield, director of attendance of the Board of Education; Dr. Karl M. Bowman, director of the psychiatry division of the Hospital Department; First Deputy Welfare Commissioner Harry Marsh; James V. Mulholland, supervisor of recreation in the Parks Department; Deputy Health Commissioner George T. Palmer, and Magistrate Bernard S. Kozicke. Working with them will be a representative private agency committee, headed by C. C. Burlingham, president of the New York City Welfare Council. The Bureau itself is made up of a probation officer regularly attached to the Children's Court, a representative of the Board of Education and one from the Juvenile Aid Bureau.

The Bureau will make investigations and supervise out-of-court cases, and will have at its command all the facilities of the city departments represented in the Inter-departmental Board. The present unit is an experimental one, from which it is hoped as rapidly as

possible to establish similar bureaus for other boroughs of the city.

Professional

BOSTON College announces a new graduate school of social work, opening with the fall semester on September 14 and offering a two-year course leading to a master's degree. Registration this year will be limited to forty full time students. Candidates must hold an A.B. from an accredited college with evidence of undergraduate specialization in social and biological sciences. The dean of the new school is the Rev. Walter McGuinn, S. J., Ph.D., whose academic and theological studies were supplemented by three years postgraduate work at Fordham University, New York, where social studies were accompanied by a wide variety of social work activity and social research. For full information regarding the new school, address Father McGuinn, Room 304, 126 Newbury Street, Boston. Applications must be on file before June 30.

Conclaves—The Second International Conference on Social Policy, sponsored by the International Association for Social Progress, which met in Prague in 1924, will be held there again October 1-4, on invitation of the Czechoslovakian government. It will consider "the control of credit in the interests of the community, and organizations of workers and employers in relation to freedom of association." (Information from the International Labor Organization, 734 Jackson Place, Washington, D. C.)

The American Public Health Association will hold its sixty-fifth annual meeting October 20-23 in New Orleans. . . . The New England Health Education Association will meet at Massachusetts "Tech," Cambridge, June 5-6. . . . The Iowa Conference on Child Development and Parent Education will meet June 16-18 in Iowa City. Theme, "Education for Family Life." (Information from Dorothy E. Bradbury, State University, Iowa City, Ia.)

The Institute of Public Affairs holds its tenth session July 5-18 at the University of Virginia, Charlottesville. (Information from Garland P. Reed, at the Institute, University Station, Charlottesville.) . . . The Institute of Government will hold its eighth meeting at the University of Southern California, June 15-19. (Information from Lawrence D. Pritchard, 3551 University Avenue, Los Angeles.) . . . The American Association for Adult Education will meet in New York May 18-21.

Summer School — The summer quarter of the New York School of Social Work is full of stellar talent this year. Instruction is "planned primarily for persons employed in public and private agencies who wish to take a summer course," for the period June 16—August 28. New courses include: Public Assistance, by Jane Hoey, director of that function of the Social Security Board; Unemployment Insurance, by Glenn A. Bowers, of the New York State Department of Labor, and a seminar for supervisors on Supervisory Practice, by Fern Lowry. John S. Gambs, Labor Relations Advisor for WPA will give the course on Public Relief Administration, and David C. Adie, New York State Commissioner of Welfare, the one on Public Welfare Problems. Clara Kaiser will give group work courses.

Inter-Professional—The first national delegate convention of the Inter-Professional Association which met at Washington in March centered on two questions: what kind of social economic program can we project for the professions; and what kind of organization do we need to carry out this program. The attendance of less than a hundred was spread over twenty-six occupations—not all classifiable as professional.

Training—A European field course in penology for interested social workers, prison officials and teachers, has been arranged under the direction of Joseph Fulling Fishman, the dates July 11—September 5 from New York to New York. The course is designed as "a survey of crime and punishment abroad." (Full information from Edutravel, 535 Fifth Avenue, New York.) . . . The tenth annual Blue Ridge Institute, sponsored by Community Chests and Councils, Inc. for social work and health executives, will be held July 20-25. The Great Lakes Institute dates are July 27-August 1. . . .Surprise Lake Camp, a camp counselor training project of the New York YMHA and the Educational Alliance, offers a course accommodating a limited enrollment, for ten weeks starting July 1. (Information from Max Oppenheimer, Surprise Lake Camp, Cold Spring, N. Y.)

Women in Uniform

"WITHIN reasonable limits, the prevalence of and mortality from communicable diseases decline in ratio to the number of public health nurses at work," says the Illinois State Department of Health, surveying experience in Illinois counties which do or do not enjoy the benefits of public health nursing. The Department points out that the value of public health nursing is cumulative and cannot be measured by sporadic services carried on for only a year or two, while momentum once gained also carries on, so that it is impossible to measure the loss at once when nursing service is discontinued.

Standards—Aims for 1935-1940 are set in minimum qualifications, professional and personal, formulated for staff and supervisory positions in public health nursing by the National Organization for Public Health Nursing. (Copies on request, NOPHN, 50 West 50 Street, New York.) . . . Qualifications for a certificate in public health nursing, as provided by law and set by the California State Board of Health, went into effect with the start of 1936. An applicant must be a registered nurse under California law. If she has completed a course in public health nursing in an approved school she may receive a certificate without examination. If she presents evidence of two years service in public health nursing in an approved organization, she may receive a certificate on passing an examination.

Better Times—This year adds ten Wisconsin counties to the list of thirty with public health nurses. Several of the ten had nursing service previously but in hard times were forced to abandon it. An act passed by the last session of the legislature provided aid to the extent of $1000 to counties employing a public health nurse, and gave fodder for a lively educational campaign on the part of the State Board of Health, Wisconsin Anti-Tuberculosis Association and local women's clubs and civic groups to help counties to realize their opportunity.

Home Nursing—The Waltham, Mass. Training School for Nurses, which some months ago adopted plans for a Postgraduate School of Home Nursing, expects to establish shortly a Nursing Service Bureau to supply many kinds of nursing service for patients sick at home. Graduate nurses will be supplied for those who require skilled nursing service, while for those not in need of expert care, or in need of it only for a short time each day, non-graduates, household helpers and "night-watchers" will be made available, working under supervision of a salaried graduate staff.

It is believed that with such assistants a single graduate nurse sometimes can take charge of the home nursing care of several patients. The fees of all who give service will be guaranteed by the Bureau, and patients will pay all or part of the cost or be cared for without charge according to their circumstances. The Bureau will serve only patients under the care of a physician. Its work

will not duplicate that of existing services in the community.

In announcing the plan a committee of the Waltham Training School declared, ". . . all the costs of illness, like loss from fire, ought to be met by insurance. Its coming will, in our belief, be hastened by the establishment of a Nursing Service Bureau."

Medical Relief

MEDICAL relief in 1935 cost Wisconsin 3.7 percent of its expenditures for unemployment relief. In New York State the analogous figure was a little less than 2 percent. In both states costs per relief family were far higher in rural districts than in the cities, where facilities for the sick poor had been developed prior to the depression. In Milwaukee costs of medical relief averaged 44 cents per month per family on the relief rolls; in New York City, 40 cents per month per home relief family. Apart from Milwaukee, Wisconsin averaged for medical relief $1.58 per relief family per month, while in the New York State counties, outside the cities, the monthly average was $1.85.

New York has a Manual of Medical Care, slightly revised and in effect as of April 1936, bringing up to date state definitions and procedures in this field.

Medical Social Workers—Under mandate from the American Association of Medical Social Workers a committee headed by Edith M. Baker made in 1934 two detailed studies, Social Aspects of Health Problems of Public Relief Clients, summarized in recent mimeographed reports; that on Philadelphia, by Harriet M. Bartlett (71 pages. Price 35 cents.); on Four Illinois Counties, by Mary Wyser Keefer (113 pages. Price 45 cents. From the Association, 18 East Division Street, Chicago.) . . . Also from Chicago comes news of a program for convalescent care for women clients of the Illinois ERC, approved as a WPA project and supervised by Medical Relief Service. In Chicago as elsewhere facilities for convalescent care have been conspicuous by their absence.

County Contract—The Mahoning County, O. Medical Society has made a contract with the county commissioners to administer medical relief, using the fee schedules set up under FERA until July 15 when there will be negotiations for a new schedule. The commissioners agree not to set up clinics. The medical relief office will be under the direct supervision of physicians, supervised in turn by the Medical Society's Economics Committee. A board composed of that Committee, one dentist, one nurse, one pharmacist and one representative of the hospitals will consider any charges brought against any physician for conduct "unbecoming a physician and a gentleman" and is empowered to remove a practitioner found guilty of such conduct from the list eligible to care for the indigent sick. The duties of the medical relief office are "to be distinctly and clearly divorced" from the office of the county health officer and city health commissioners, and county commissioners are to deal only with the medical society on medical relief matters. The contract may be rescinded by either party on ten days notice.

Health Education

NOT a new idea, but an effective one both for those who write it and those who read it is the special health supplement to the local newspaper, such as the 40-page supplement published a few weeks ago in conjunction with the Sunday edition of the New Haven (Conn.) *Register*. Articles by leaders of official and voluntary agencies, physicians, and other citizens were brought together to give New Haven an impressive picture of what is being done for health publicly and what remains to be done, and what must remain the responsibility of homes and families.

Panoramas—You might think that all Americans were headed for health to look at the impressive new Directory of Colleges, Universities and Professional Schools Offering Training in Occupations Concerned With Health. The Directory, compiled by Audrey O'Shea and made possible by grants of the National Occupational Conference and FERA and Connecticut ERA projects, is published by the Institute of Women's Professional Relations. (Research Headquarters, Connecticut College, New London, Conn. Price $1.) Educational facilities are classified by type of training and in each case summarize entrance requirements, degrees offered, expenses, and the like.

For teachers and students of health education comes a new Bibliography in Health Education for Schools and Colleges, compiled by Mary Ella Chayer, R.N., instructor in nursing education

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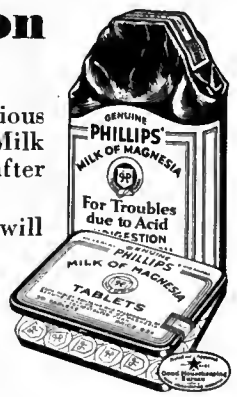


PHILLIPS' *MILK OF MAGNESIA*

at Teachers College, Columbia University. (Price $1.50 postpaid of *The Survey*. 100 pages.) Books, periodicals and pamphlets are listed.

Health Books, Old and New, compiled by Morris Fishbein, M.D. is the subject of a new pamphlet published by the American Library Association, (520 North Michigan Avenue, Chicago. Price 25 cents). As an experiment this listing includes not only the titles of health books which should be read but also—separately—those of books which in the compiler's judgment have become obsolete and should be removed from library shelves.

Print and Reprint—New and revised popular publications from the Metropolitan Life Insurance Company include: Taking Your Bearings (periodic physical examinations); Care of the Eyes; Sleep; Calling all Drivers (automobile safety); The Baby; and a food poster, For Good Health. As usual, a limited number of copies are available to health and social agencies from the office of the Welfare Division, Metropolitan Life Insurance Company, New York City. . . . From the Household Finance Corporation (919 North Michigan Avenue, Chicago) comes a new pamphlet Stretching the Food Dollar, also available on request. . . . Lay people and general practitioners are the audience for whom the New York City Cancer Committee (150 East 83 Street, New York) has started a new publication, *Quarterly Review*, price $1 a year. . . . The Illinois Society for Mental Hygiene is reprinting its 1936 series of excellent radio talks. For titles and prices, consult the Society (203 North Wabash Avenue, Chicago). . . . From the federal Office of Education comes What Every Teacher Should Know About the Physical Condition of Her Pupils, by James Frederick Rogers, M.D. (Pamphlet No. 68, price 5 cents of the Superintendent of Documents, Washington, D. C.) . . . An interesting and possibly unique manual, A Diabetic Primer for Children, has been prepared by Ella M. Coleman, assistant dietitian, and Dr. Alfred E. Fischer, chief of the children's diabetic clinic at Mt. Sinai Hospital, New York City, to enlist the intelligent cooperation of their young patients.

Schools and Teachers

AN attempt to make "a nation-wide survey of what is going on in the minds of young people in American highschools" has been launched by a group of educators headed by James E. Mendenhall, research associate of the Lincoln School, New York. The material for the survey is to be taken from 600-word essays written by students in one thousand "key communities" attempting to define their own problems.

Negro Education—A study of the 1935 class of Tuskegee Institute shows, President F. D. Patterson reports, that eighty-eight out of ninety-eight graduates are at work along the special lines of training they received in the Institute. Five are enrolled for advanced university work. Only five members of the class are unemployed. . . . The U. S. Office of Education has announced a list of 192 urban and rural communities in thirty-three states in which the national survey of vocational education and guidance available to Negro young people will be conducted. [See *The Survey*, April 1936, page 115.]

Quake-proof Schools — California has embarked on a program calling for the rehabilitation or replacement of practically every school building in the state, to protect the lives of school children in the event of future earthquakes. The Public Works Administration has allotted approximately $40 million for the work. The new schools conform to the code drawn by architects and engineers following the disastrous 1932 quake. Surface ornaments, water tanks and wooden floors are eliminated, steel braces and expansion joints are features of the new construction.

Current Problems—More than fifty questions about schools and teaching are propounded by the Educational Policies Commission of the National Education Association, in a new pamphlet designed for the use of forum and discussion group leaders (1201 Sixteenth Street, N.W., Washington, D. C.). The questions cover the objectives, scope, finance, control and public relations, personnel, material, and method and content of public education. The pamphlet is arranged as a check list, and through it the Commission also hopes to secure advice as to "the issues upon which American education stands in the most immediate need of study, leadership and action."

Massachusetts Oaths—The Massachusetts House of Representatives voted overwhelmingly last month against the repeal of the Teachers Oath Law enacted a year ago. The vote was 133 to 88. Last year the vote for the law was 121 to 81. In three turbulent, day-long committee hearings, professors and presidents of New England colleges who spoke in opposition to the law were denounced by the legislators.

Education of Handicapped—A department of education of the handicapped is announced by Teachers College, Columbia University, to provide special training for teachers in this field. The experimental curricula "are based on the assumption that the different types of handicapped individuals have many common problems which may be studied in larger areas than that of a single defect." Special stress is placed on "general cultural subject matter." Opportunities for field work and practice teaching are included. Dr. Merle E. Framptom, principal of the New York Institute for the Education of the Blind will probably be the head of the new department, with Dr. Hugh Grant Rowell as adviser to students working in the field.

Record and Report—In Court Decisions on Teacher Tenure in 1935, the Tenure Committee of the National Education Association brings down to date a similar bulletin issued last year (1201 16 Street, N. W., Washington, D. C. Price 25 cents.) . . . In a recent bulletin the Russell Sage Foundation Library offers a selected, annotated bibliography on youth movements here and abroad, with a directory of leading American youth organizations (130 East 22 Street, New York. Price 20 cents). . . . A summary of federal expenditures for the support of various phases of education from 1933 to January 1, 1936, is available in mimeograph form from the U. S. Office of Education.

The Public's Health

PERHAPS as returning prosperity's sooty lining, New York City is getting each month an increasing tonnage of deposits from smoke and dust. For an effective summary of studies showing what city smoke does to health and pocketbooks see *Public Health Reports* (weekly publication of the United States Public Health Service) Vol. 51, No. 1, page 15.

Laurels—Winners, in their respective classes, of the city and county Health Conservation Contest sponsored by the United States Chamber of Commerce are Detroit, Oakland, Syracuse, Schenectady, Brookline, and Hibbing, Minn.; among the counties, Westchester (N. Y.), Davidson (Tenn.), Shawnee (Kans.), El Paso (Tex.), Glynn (Ga.) and Santa Barbara (Calif.). One of the honorably mentioned cities, Evanston, Ill., has just received the grand prize for traffic safety offered by the National Safety Council and competed for by 800 cities. Evanston had first place among cities of its size in the 1931 Health Conservation Contest.

Make-up in Maine—A federal district court has upheld Maine's 1935 law which has prohibited, since the start of 1936, all sale of cosmetics not registered

with the State Department of Health and Welfare. The Department is authorized to refuse registration and prohibit sale of any preparations which, in its judgment, "contain injurious substances in such amounts as to be poisonous, injurious or detrimental to the person."

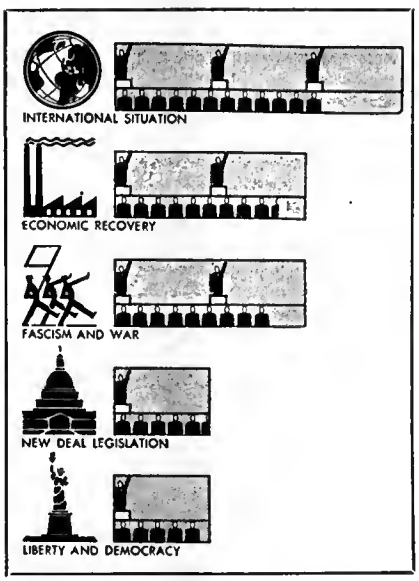
Getting Care—Annual physical examinations for New York City's 90,000 employes are being considered by the Municipal Civil Service Commission. Should the plan be adopted, examinations will be made by the Commission's medical staff and correction of defects will be required. Treatment in city institutions would be provided free for employes not able to pay private physicians. "We can't after all expect a $960-a-year clerk, with a wife and family, to give a great deal of consideration to his health as long as he is able to provide enough food for his family," said James E. Finegan, president of the Commission. . . . New ways of coping with sickness bills are summarized in a pamphlet, New Plans of Medical Service: Examples of Organized Local Plans of Providing or Paying for Medical Services in the United States, published by the Julius Rosenwald Fund. (On request from the Fund, 4901 Ellis Avenue, Chicago.)

Apology—Through a sad slip on page 55 of *The Survey* of February 15 we quoted 23.3 percent as average occupancy in six rural hospitals established through the Commonwealth Fund. That figure actually represented average number of patients. Average bed occupancy was 46.6 percent.

Adult Education

WHAT adult education could and should mean in this country, and how it may be more adequately developed, are today matters not only of discussion but of active experiment in many public school systems and on many college campuses.

Ten Public Forums—Ten communities have been selected by J. W. Studebaker, U. S. Commissioner of Education, to participate as forum demonstration centers in the federal public forum project. In three of these centers, Manchester, N. H.; Monongalia County, W. Va.; Colorado Springs, Colo., twenty-five to thirty forums a week are being held. In the other seven communities, Schenectady, N. Y.; Hamilton Co., Tenn.; Wichita, Kans.; Minneapolis, Minn.; Orange Co., Calif.; Pulaski Co., Ark.; and Portland, Ore., organization plans are underway for starting forums in September. Both policies and procedures are determined by local school boards, with the advice of citizens' advisory committees. . . . Education for Democracy, a 70-page pamphlet with bibliography has been prepared by the U. S. Office of Education (Superintendent of Documents, Washington. Price 10 cents) "in response to many hundreds of requests for information about public-affairs forums." . . . Adult Education for Social Change, a handbook for group leaders has been prepared by the Swarthmore Seminar (Social Order Committee, 311 South Juniper Street, Philadelphia. Price 15 Cents).



The most popular discussion topics in last season's public forums. Each speaking figure represents 50 forum discussions; each audience figure, 5000 people attending. Pictorial Statistics, Inc. in School Life, April 1936

One County Offers—A survey of adult education facilities in Hamilton County, Ohio, made as a FERA project, is providing a helpful basis for the work of the Adult Education Council of Metropolitan Cincinnati (629 Vine Street). The survey showed nearly 40,000 students in adult classes, or about 9 percent of the non-school population over sixteen years of age. After summarizing the types of classes and the agencies sponsoring them, the study concludes with a number of recommendations, among them: an inventory of adult interests; more activities for adult Negroes; vocational guidance for employed, as well as unemployed adults; training courses in the theory and methods of adult education.

Police School—A school offering courses to police officers of six New York counties was a recent successful experiment at Hobart College, described in detail in a recent college bulletin by J. M. Williams, director of extension courses and organizer of the school (Geneva, N. Y.). Two two-hour sessions a week were held, October 7 to December 3, with the lectures repeated afternoon and evening. The school drew 213 students, some of whom came nearly 200 miles. The aim was "to give technical knowledge required for effective police work," which included not only such matters as "finger printing," and "patroling and observation," but also lectures on "the modern treatment of the criminal," "probation and parole," "contact with the public," "the causes of crime." Professor Williams reports that there have been many requests for a repetition of the school, and also for some "advanced courses" for graduates of the first session.

Package Libraries—A recent report on the loan package library service of the Wisconsin University extension division shows an increase in circulation from a few packages in 1907, when the service was started, to 10,740 last year, going to women's clubs, educational institutions, public libraries, churches in 927 Wisconsin communities. The package library, according to Almere L. Scott who runs the Wisconsin service is "a collection of the latest authoritative available information, selected to meet the specific need, whether it is a pamphlet, reprint, clipping, typewritten excerpt or a book."

Peace Camps—Following its successful experience of the past two years the American Friends Service Committee will conduct this summer six volunteer work camps for young adults who hold "a belief in the power of friendship and goodwill instead of confidence in force and violence . . . willing to do hard tasks cheerfully and to impose upon themselves self-discipline as a member of a camp group." Each camp has a definite work project, coupled with evening discussions of the particular social or economic problem of the community in which the camp is located. Innovations this year are the Junior Volunteer Work Camps, one for high-school boys, the other for girls. (For full information address the Camp Committee, AFSC, 20 South 12 Street, Philadelphia.)

People and Things

PRESIDENT of the American Prison Association, president of the American Public Welfare Association, chairman of the Minnesota State Board of Control, Blanche L. LaDu found herself out of a professional job last month when Gov. Floyd B. Olson of Minnesota failed to renew her appointment to the Board of which she has been a member for fifteen years. "Politics," says

Mrs. LaDu; "Better harmony," says the governor. The Board has credited Mrs. LaDu with introducing into the state institutions occupational therapy, modern dietetics, hygienic improvements and better facilities for handicapped children.

Branching Out—To give new year-round services to its member agencies, the Massachusetts State Conference of Social Work has chosen Richard K. Conant, formerly State Commissioner of Public Welfare, to fill a new post—Field and Consulting Secretary. The conference will add to its usual annual meeting, regional conferences, activities in social work interpretation, and coordinated service to agencies.

Leona Stuart Areson is a newcomer to a new job with the New York Federation of Protestant Welfare Agencies where she will he field consultant. . . . Alvin R. Guyler, who has been assistant administrator of the Pennsylvania ERB also has gone to a newly created position. He will be program director for the Public Charities Association of Pennsylvania.

The Brooklyn, N. Y. Children's Aid Society has added to its staff: Ruth Lewis Butcher, lately from the New York School of Social Work, and Elinor Smith, from the New York COS, both in the Society's bureau of counsel and reception; Augusta W. Noyce, from Darien, Conn., as a visitor for temporary boarding homes; and John H. Findley, from the staff of the Training School at Vineland, N. J. to be headmaster of the Herriman Farm School.

Turnover — On an eighteen-month leave of absence from teaching family casework to oncoming social workers at Western Reserve University, Florence R. Day will be regional secretary in the Great Lakes areas for the Family Welfare Association of America. . . . The Newark, N. J. Welfare Federation has filled its long vacant post of director by drafting T. Lester Swander from nearby Montclair, where he has been for a number of years executive of the Council of Social Agencies.

A "successor to success" is Donald Howard of Denver, who next fall will go to the job at the Russell Sage Foundation left vacant when Russell H. Kurtz became editor of the Social Work Year Book. As research assistant in the Charity Organization Department of the RSF, Mr. Howard, a Coloradoan, brings wide experience in research and statistics, and in teaching at the University of Denver.

American social work again gains by Germany's loss, with the arrival of Josephine Erkens, known as the outstanding woman police officer of Germany and for her progressive work in public office—under the late Social Democratic party. Miss Erkens will be connected with the Catholic Charities of Pittsburgh.

New members of the National Resources Committee include Henry S. Dennison, of Framingham, Mass. and Beardsley Ruml of New York. . . . Succeeding Louis H. Pink on the New York City Housing Authority is former State Senator Nathan Straus, recently appointed by the mayor. Mr. Pink is now New York's state superintendent of insurance.

Seattle social workers are congratulating themselves on several newcomers, notably Earl Parker who has left the Detroit Council of Social Agencies to become executive secretary of the Seattle Community Fund, succeeding John F. Hall. Mr. Hall, whose retirement was dictated by serious illness, has just returned from a long stay in Honolulu, greatly improved in health. Other newcomers are Bernice Scroggie of Chicago and Lillian Johnson of Omaha.

The new executive of the Detroit YMHA is Herman Jacobs, who has been assistant executive for the Bronx YMHA, New York. He succeeds Louis H. Sobel, now executive of the Federation Employment Service, affiliated with the New York and Brooklyn Jewish Federations. . . . Blanche Renard has retired after twenty-three years as executive secretary of the St. Louis Jewish Federation.

Grace Dick, for nine years with the Cleveland Child Guidance Clinic, is the new director of casework for the Cleveland Children's Bureau. . . . Harry Greenstein, who accumulated plaudits as State Relief Administrator of the Maryland Board of State Aid and Charities has returned to the Associated Jewish Charities of Baltimore. . . . Hirsch Kaplan has succeeded Herbert Kohn as executive director of the Federation of Jewish Charities, Nashville.

Marian McBee, recently research director of the Illinois Society for Mental Hygiene, has joined the staff of the New York State Charities Aid Association as executive of the New York City Committee on Mental Hygiene.

Honors — Among the twenty-four "women of achievement" singled out for special honor this year by the New York League of Business and Professional Women, were Mary K. Simkovitch of Greenwich House, Josephine Schain of the National Committee on the Cause and Cure of War, and Dr. Valeria H. Parker of the American Social Hygiene Association. . . . The Women's City Club of New York, at its recent twentieth anniversary dinner, honored Rebecca Browning Rankin, for distinguished service to the city in her sixteen years as head of the Municipal Reference Library. . . . A page of appreciation is given to Frances Taussig, executive director of the Jewish Social Service Association, New York, as a tribute from her board, in the Association's 1936 annual report.

The Alumni Association of the Graduate Schools of Columbia University recently presented a scroll of honor to Dr. Louis I. Dublin of the Metropolitan Life Insurance Company, in recognition of his achievements in vital statistics, as author, editor, statistician, actuary.

The gold medal of the American Scenic and Historic Preservation Society was awarded this year to Howard B. Bloomer, of Detroit, former chairman of the Michigan Conservation Department, for his generous gifts of parks to his state, and his aid to national park work. . . . Owen D. Young was awarded the Society of Arts and Sciences 1935 Gold Medal of Fellowship for distinguished service.

Deaths

WILLIAM R. GEORGE, "Daddy" George to the children who passed through the institutions he founded, died last month at the age of sixty-nine at his home in Freeville, N. Y., site of the first and one of the most successful of the George Junior Republics. When Mr. George, in 1895, launched his plan for self-government in juvenile institutions it was a fresh idea in a field which had few enough of them. In practical application the idea underwent mutations, but it has persisted and in various forms has unquestionably influenced the treatment of delinquent children far and wide.

ALICE DAVIS MENKEN, prominent for years as a volunteer in social work in New York, died recently. She was particularly concerned with problems of delinquency among women and her writings on that subject are widely known. She was the sister of Michael M. Davis of the Julius Rosenwald Fund.

WERNER HEGEMANN, international authority on town planning and architecture, died last month after three years in the United States in exile from his native Germany. Dr. Hegemann has been associated with the New School for Social Research and the Graduate School of Architecture of Columbia University.

SIMON J. LUBIN, economist, scholar and outstanding citizen of California, died in San Francisco last month. The notable work he established as first chairman of the state's Commission on Immigration and Housing was described in *The Survey*, November 8, 1919.

Readers Write

In Justice to a Lady

To THE EDITOR: So much deserved mud has crusted the reputation of the Virgin Queen that, Raleigh-like, I must offer a cloak of truth to protect her from a current splatter.

I understand that the recent Inter-State Conference on Transients and Settlement Laws was frowned upon by a portrait of Elizabeth, inscribed, "The Queen is dead but her poor laws live on." The implication is that our settlement laws originated in the time of Elizabeth. That's wrong.

The Poor Law of 1601 did not discriminate against non-residents; it showered its parochial manna upon the destitute regardless of their geographical origin. In consequence, the wealthier and more generous parishes basked in the popularity of transient indigents. They basked for some sixty years, under three royal successors of Elizabeth and one or two protectors. It was not until Charles II bibulously occupied the throne that a cavalier Parliament saw its opportunity to tie the worker to the soil with new bonds. The Settlement Act was first passed in 1662, later to be reenacted. It was this act that restricted the obligation of the parish to its own residents, that set out how domicile within a parish was to be acquired, that instructed in the methods of removal of non-resident indigents.

Let the mud of transient boots sully the breeches of Charles II; Elizabeth's skirts are sufficiently besmirched.

GEOFFREY MAY
Family Service Society
Richmond, Va.

New Jobs for Old

To THE EDITOR: In view of the general shrinkage of relief staffs perhaps readers of *The Survey* will be interested in the result of an inquiry we made to discover what had happened to the hundred odd social workers released during the past year by the county relief administration. How many of them had jobs, we asked; had their social work experience helped in securing employment; what had it added to their equipment for the new position; did they hope to return to the social work field?

Of the eighty-two who replied to the inquiry fifty-five had found jobs, seven of which proved short-lived. Thirteen had not tried to find work; fourteen had tried and failed. Of the fifty-five working, forty-one received higher pay than in the relief administration. Twenty-six of the fifty-five stated that their social work experience had been a factor in landing the new job; thirty-eight gave an unqualified "Yes" to the question, "In the work you are now doing do you consider that your social work experience has increased your ability to handle it?"

Answers to the final question, on the hope of returning to social work, indicated that job insecurity and meager salaries in the relief administration had discouraged many from looking toward social work as a career. However, thirty-three expressed the hope of return and nine reported definite plans for professional training.

Summarizing the results of this little survey, it would seem fair to conclude that persons who have had two or three years of social work experience have a better than ordinary chance of getting employment in other lines of work if they go after it and that they are likely to earn larger salaries than are paid at present by the relief administration. Employers seeking persons to fill positions that require tact and understanding of human beings are very likely to value highly social work experience as equipment for such jobs.

WENDELL F. JOHNSON
Director, Social Service Federation
Toledo, Ohio

Plans Must Work

To THE EDITOR: Politicians, legislators, have been dillying and dallying for the past five years and even now they do not know what they are going to do with the relief problem after WPA is past history. Millions of workers who have been hopelessly shifted between various emergency agencies will again seek relief. Adequate statistics are available to bring out the fact that the relief problem is not a wax figure that will disappear when exposed to the warm rays of prosperity but that it has become crystallized. All recognize that the vast cost of relief is beyond the community chest appeal, that expenditure for relief must be derived through government bounty on acquired income and wealth. Predominantly rural states which do not have sufficient resources to meet their relief problem locally—though some can—must, through dire necessity, appeal to the national government. Relief still remains a cross word puzzle. Few believe pending pensions, unemployment insurance and social security plans will solve the problem. Families who have become accustomed to life on relief, as we emerge from our economic ills will perhaps earn their own bread for periods of short duration, but we must be ever mindful that the unemployed relief client has lost "credit security." The corner grocery no longer fills the pantry shelves and puts it on the cuff. The relief client temporarily out of work—his last pay check looking like the drooping feathers of a wet rooster, his pride lost long ago—again seeks relief.

It is the obligation of all to exert every pressure to get our nation to plan, and then to work the plan, to take care of the relief burden. HERBERT VOGT
Emergency Relief Administrator
Rock Island County, Ill.

Smiles

To THE EDITOR: Even in an employment bureau we occasionally come across a reason to smile. For example there was the letter from a trained nurse, looking for an institutional position, who wrote: "I want to combine my young son conveniently with my professional claims. I can quite easily fill a position as nurse in an institution as my son is a healthy, well-trained, clock-work baby of six months."

Then there was the applicant, a woman of forty-five with a vague looking man in tow, who had heard that institutions were engaging couples instead of supervisors. "What can you do for a cottage couple?" she asked, and added that she brought the man along for me to see because if she got a "couple job" they'd get married.

References sometimes give us a smile too, as for instance the one which said of a social worker, "Her only limitation is that she is inclined to be just a little idealistic." GERTRUDE R. STEIN
New York

Our Error

To THE EDITOR: On page 113 of the April *Mid-monthly Survey*, under the title Meetings, you state that the "National Federation of Settlements will hold its 1936 conference at Norris, Ky., June 3-7, which is to say at Norris Dam. . . ."

Here in Tennessee we are under the impression that Norris Dam is located in Norris, Tenn., instead of Norris, Ky. Could it be that this is a typographical error or is there a Norris Dam in Norris, Ky.? WILLIAM B. JONES, JR.
Knoxville, Tenn.

None that we know of. Putting Norris in Kentucky was one of those slips that should never, but occasionally do, get past proof-reading eyes. Certainly everyone on *The Survey* knows that Norris and Norris Dam are in Tennessee and everyone thinks the settlements are particularly bright to hold their conference there. THE EDITORS.

Book Reviews

Wholly Reasonable

THE NEW SOCIAL ORDER IN AMERICA, by Guy V. Price. Brown-White Company. 241 pp. Price $2.25 postpaid of *The Survey*.

THE necessity for orientation texts in the social sciences is well recognized. So rapidly does the social scene change that new types of orientation books have to be devised constantly. This one is an effort to bring students and readers thoroughly up to date in their social outlook. It recognizes that the era of agrarianism, individualism, cut-throat competition, and nose-counting democracy is done for.

Consequently, there is a resolute effort to grapple with the responsibilities and programs of social planning. The historical background is swiftly summarized, indicating that a new era was born with the close of the World War, and especially with the great collapse of 1929. Then comes an excellent discussion of the rise of the whole notion of social planning. The problems connected with social planning in contemporary urban life, in securing world peace, in adapting education to current issues, and in introducing integrity and efficiency into democracy are intelligently analyzed.

It is about as satisfactory an introduction to our age as is likely to come from the liberal camp. It is a reasonable plea for social justice and world peace. But the world seems to be rapidly outrunning reasonable solutions of its problems. HARRY ELMER BARNES

New School for Social Research
New York

Knowing Ourselves

20TH CENTURY PSYCHIATRY: ITS CONTRIBUTION TO MAN'S KNOWLEDGE OF HIMSELF, by Wm. A. White, M.D. W. W. Norton. 198 pp. Price $2 postpaid of *The Survey*.

IN these Thomas D. Salmon Memorial lectures Dr. White discusses modern psychiatry and "its contribution to man's knowledge of himself."

The first lecture, on psychiatry as a medical specialty, reviews its history since the start of this century. It is characteristic of the author's perspectives that while appreciating the vital contribution of psychoanalysis to medicine, he insists that it be received critically and slowly. In every life situation, he asks, how much is hereditary and how much is environmental; how much is organic and how much functional? "Nothing, perhaps, is more characteristic of present day psychiatry than this tendency toward the unification of what had before been discreet concepts referable to separate aspects or parts of the organism-as-a-whole." Dr. White notes the value to general medicine of the psychiatric principle that a separate organ should not be saved at the expense of some creative aspect of the personality. Elsewhere he has quoted as a memorable example the case of a musician whose collarbone was set perfectly at the expense of crippling the use of the fingers about which the musician's personality had been built. The outstanding features in the recent development of psychiatry are summarized as: dynamic concepts; the concept that mental disorders uncover existing mechanisms rather than add a new element; the use of transference in therapy; the integration of psychotic with other aspects of human experience; an understanding of the human organism as reacting to unconscious material.

In the second lecture Dr. White deals with the social significance of psychiatry turning first to statistics and then to popular mental hygiene, which he follows into legal and industrial fields.

The concluding lecture considers the general implications of psychiatric thought. Few will follow all of them, but most people will follow the author further than they can follow any other interpreter. He explains that "the external world is essentially of the same nature as mental ideas" (Jeans); "that things must be explained by their significance and purpose instead of by their causes" (Schiller); "that freedom, 'elbow-room within the Universe,' is grounded in the casual independence of contemporary occasions" (Whitehead); that distinctions between mind and body are only a pseudo-problem.

A wide-reaching bibliography completes an exceedingly interesting book.

EARL D. BOND, M.D.

Institute of the Pennsylvania Hospital
Philadelphia

Scientific Quest

THE PHENOMENA OF LIFE, A RADIO-ELECTRIC INTERPRETATION, by George Crile. W. W. Norton. 379 pp. Price $3.50 postpaid of *The Survey*.

HERE is a bold attempt to unify the far-flung speculations of molecular physics, fifty years of intensive clinical experience, and thousands of the author's own investigations in physiology and biochemistry. The lay reader is left with a strong conviction that underlying all living phenomena are fundamental relations to electrons and radiation; but the picture is not clear enough to satisfy the demand for a working model. Protoplasmic activity yields electrical phenomena; electrical energy or radiation stimulates protoplasmic activity. Undoubtedly life is related to the ultimate nature of matter and energy; and Dr. Crile's researches and speculations will keep experimenters working for years to come.

It is one of the merits of Dr. Crile's career that he has put on record everything that passed through his mind and through his hands. The disadvantage of this, however, is that a substantial part of his writings represent false starts or blind alleys. But that is in the nature of the scientific quest. Dr. Crile's guesses deserve respectful consideration because he has after all assured himself a place in the annals of the blessed, through his gifts of blood transfusion and shockless anesthesia, and through his personal achievements as a surgeon.

New York BENJAMIN C. GRUENBERG

Jobs in Canada

EMPLOYMENT RESEARCH: AN INTRODUCTION TO THE MCGILL PROGRAM OF RESEARCH IN THE SOCIAL SCIENCES, by Leonard C. Marsh, Director of Social Research, McGill University. Oxford University Press. 344 pp. Price $3 postpaid of *The Survey*.

THIS book, the introduction of a series of thirty-two studies in the problems of employment and unemployment in Canada and particularly in Montreal, is a result of an extension of the social science research work of McGill University started in 1931 by a five-year grant from the Rockefeller Foundation. It presents a preliminary review of the main features of the problems together with a description of the various studies. It is also designed to serve as a source-book of the most generally needed information on employment and unemployment in Montreal and Canada. Such a study has never before been undertaken in Canada and therefore should prove of unusual interest, not only in itself, but for purposes of comparison.

The studies will include analyses of the industrial structure, trends of employment and unemployment, and the existing labor force and its constituent groups. The studies of Montreal, an industrial center in an agricultural province and with a population of which 60 percent is French-Canadian, should prove most interesting. Another group of studies deals with the diverse indigent groups found in Montreal and throughout Canada. Vocational guidance in the schools and the relationship of educational and occupational progress will be investigated. Seasonal industrial fluctuations will be studied quantitatively and technological trends noted. Comparative psychological studies of employed and unemployed men and women will be made, as well as medical studies of the unemployed. Methods of recruiting and their relations to employment adjustment; studies of unem-

ployment and dependency problems among women; the development of Montreal industry since the war; the legal status of workers in Quebec, and various other approaches to the problems will be forthcoming.

One may agree with the director when he says that this will be but a beginning in the collection of such data in Canada, for, however large the project in hand, it invariably points to many lines for further investigation.

New York RICHARD P. KELLOGG

"Unfortunate Affairs"

GIRLS ON CITY STREETS: A STUDY OF 1400 CASES OF RAPE, by Jacob A. Goldberg, Ph.D., and Rosamond W. Goldberg, Ph.D. Distributed by the American Social Hygiene Association. 384 pp. Price $2.50 postpaid of *The Survey*.

WITH the purpose of "bringing to the light of day" background situations in home and community which underlie the alarming prevalence of sex crimes against young girls, the authors have assembled 1400 case stories of anti-social sex behavior, usually involving girls under sixteen. Introductory chapters discuss general causative factors, apparently for the lay reader. Subsequently, a mass of cases is presented, a category to a chapter, with interpretative sections. Concluding sections outlining community responsibility will be useful, as will the comprehensive bibliography.

Addressed to a wide public, the book's weaknesses seem to be rooted in that orientation. In an attempt, perhaps, to lighten the stark, monotonous outlines of the case histories, there is an often ill-advised use of vernacular, and of occasional terminology relict from the old moral judgment era, in discussing these "unfortunate affairs." Such usages detract from the objectivity and effectiveness of the study, even for the general reader. It must be added that the carefully garnered facts lose much by inexpert editing. R. L.

Conquering Death

LENGTH OF LIFE, by Louis I. Dublin and Alfred J. Lotka. Ronald Press. 400 pp. Price $5 postpaid of *The Survey*.

THEY have done it again, these two students of the numerical expression of human life, interpreters and tabulators of the convenient facts of the comings and goings of the family of man. While the memory of their Money Value of a Man is still fresh, they now tell us much about his length of life through the more recent centuries, and deal a little prophetically also.

The general reading public is addressed, at least those who think as well as read, and especially that somewhat limited group capable of using figures and keeping numbers and opinions discrete. So also sanitarians, sociologists, economists, devotees of the medical sciences, and even legislators, public administrators and servants of the commonweal, the publicists of pulpit or press room, and of course, fellow statisticians. All will be held by the force and usefulness of the matter of this book, whether considered as a source of news or stimulant to new ideas.

The chapter headings and summaries offer a liberal education in major problems of vital statistics, and guarantee a wide use of the text in class and office, college, business, or city hall. Tables and charts are presented with tact and self restraint, illuminating rather than dominating the text. The appendix with its bibliographic collection of life tables is indeed a treasure house.

The book throughout is rather a compendium of established facts than a record of new experience. There is much merit in both its manner and purpose in all but the chapters which go beyond matters of an actuarial or mathematical concern to consider Contribution of the Medical and Sanitary Sciences, Physical Impairments, and Occupational Hazards. Obviously in the eighty-eight pages devoted to these complicated medical topics only sketchy summaries of contemporary opinion can be quoted.

Superior matter, worthy form, convenience from preface to index, are qualities of the good book, and by these we measure and acclaim the volume in hand. It remains for the rest of us to do our respective parts to meet the reasonable expectations we are offered of, at least, a longer life.

HAVEN EMERSON, M.D.

New York

No Slipshod Words

GROWTH—A STUDY OF JOHNNY AND JIMMY, by Myrtle B. McGraw. Appleton-Century. 319 pp. Price $3.50 postpaid of *The Survey*.

THE title, Growth, sounds as if this were a book about life, but it is not. It is a book about science—that hard, cold, glittering, sterile kind of science that bears no children. It is all right if the science of physics glitters; even chemistry can shine without alienating its clients; but the science of psychology has to be warm, velvety and fecund to get by with its public.

The book is a study of Johnny and Jimmy. I would have called them, carelessly, before reading the book, identical twins or one-cell twins and let it go at

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that—but no such slipshod words get by with science. They are mono-orular or, even better, monzygotic twins. Well, all the book is like that. All the words we ordinarily use about folks are replaced by words that require either a knowledge of Latin or a knowledge of this particular science to be understood.

A baby's clutch for his bottle is called "reaching-prehensile behavior." When the child is tickled it is termed "cutaneous irritation." All the activities studied are classed as phylogenetic or ontogenetic behavior. You can get an idea of the literary style from that.

I read the book carefully, though with effort, hoping to be rewarded by some implication for education. I could not find any. One would not have minded this, had one been amused. To a plain ordinary educator who regards children as people in the making, the book is unrewarding. Read it at your own risk. ELISABETH IRWIN
The Little Red School House
New York

Education for All

CREATIVE RE-EDUCATION, by Frederick Peterson, M.D. Putnam. 112 pp. Price $1 postpaid of *The Survey*.

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Dr. Peterson has long been one of our leading psychiatrists, whose special service has been in the reeducation of patients out of invalidism. He applies his tested treatment to society—neurotic with insecurity, frustrated by failure and depleted by futile sacrifice.

If compulsion were not the most ineffective method for getting results, I should like to make this little book required reading for every teacher, parent, public official and social worker in America and a birthday gift to every youth under twenty-five.

OWEN R. LOVEJOY
American Youth Commission
Washington

The Alderson Way

I KNEW THEM IN PRISON, by Mary B. Harris. Viking. 407 pp. Price $3 postpaid of *The Survey*.

ONE might expect to meet prisoners here but instead, one meets an administrator who in her book combines personal memoirs with a fascinating story of constructive development in penology over the past two decades, reflecting a significant change in society's attitude. Dr. Harris tells of her amazing experiences in four widely different types of women's penal institutions; experiences which, discouraging and harassing as they sometimes were, challenged her to contribute towards the abatement of inhumane administration.

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1926 the antithesis of these two institutions, the Federal Industrial Institution for Women at Alderson; the antithesis, not only in its environment, but also in its problems. Women were committed to the workhouse for a period of one day to two years, and as in all other prisons the institution was compelled to receive the same woman if she should again violate the law. At Alderson no woman serves less than one year, nor is she readmitted in case she fails to adjust to a free life; this whether her failure is due to the lack of a transitional period of adjustment from protected surroundings to the hazards of the world, or to the fact that she belongs to the group of emotionally unstable who may need renewed encouragement or protective custody.

In a penetrating and lucid analysis, Dr. Harris describes the Alderson rehabilitative activities, all based on the needs of the individual, and illustrates the goal of the program—to remold the prisoner's attitude from anti-social embitterment to a desire to be a constructive part of society.

RUTH E. COLLINS
House of Detention for Women
New York

Run of the Shelves

OUT OF THE NIGHT. A BIOLOGIST'S VIEW OF THE FUTURE, by H. J. Muller. Vanguard. 127 pp. Price $1.50 postpaid of *The Survey*.

A LONG look ahead, such as would have intrigued H. G. Wells, to a time when mankind might sever love and reproduction, leaving the latter to be governed by purely eugenic considerations to benefit the race.

PRIVATE CIVIC AND SOCIAL AGENCIES OF CHICAGO: THEIR REPORTS AND PUBLICATIONS. 243 pp. Price $2 direct from the University of Chicago Bookstore, Chicago.

WHEN some brave soul undertakes to write the history of social work in Chicago this will be his indispensable source book. Here is the impressive list of documents of social and civic import to the city and the libraries or offices where they are available. It includes 1788 titles issued by 548 agencies. The compilation is the second portion of a project undertaken under CWA in 1934 and completed as an emergency research project by the University of Chicago.

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A RUGGED individualist looks without pity upon the plight of the poor. His thesis, that poverty results from "natural" forces and should therefore be accepted without attempts at social adjustment, is developed to exceedingly cruel and stupid conclusions.

CUBAN SIDESHOW, by R. Hart Phillips. Cuban Press, Havana. 318 pp. Price $2.25 postpaid of *The Survey*.

AN exciting book that reads like a novel. Written by the wife of a *New York Times* correspondent in Cuba. Intimate, personal and human. The raw material of Cuban politics at its best. Anyone who wants to understand what's the matter with Cuba should read it.

INTERVIEW AIDS AND TRADE QUESTIONS FOR EMPLOYMENT OFFICES, by Lorin Andrew Thompson, Jr., and Associates. Harper. 173 pp. Price $2.50 postpaid of *The Survey*.

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Civic, National, International

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Social Work Year Book, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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SO THEY SAY

The period of social pioneering is only at its beginning. —*President Roosevelt.*

Houses can be just as barren as boxcars.—*Thomas Minehan, Minnesota State Department of Education.*

One nation may make a war; it may take fifty to secure a peace.—*Stanley Baldwin, Prime Minister of England.*

The glory of conquest is departing. Its gains are Dead Sea fruit, its legacy bitter memories only.—*Lord Allenby.*

It is our peace, Roman peace, which is expressed in this simple, irrevocable, definite phrase: Ethiopia is Italian.—*Mussolini.*

The trouble with many of our modern-day statesmen is that they have confused statesmanship with voice throwing. —*H. I. Phillips in Saturday Evening Post.*

We want people to respect the flag, and if they will not respect it voluntarily, then make them respect it involuntarily.—*Senator Joe R. Henley, New York Legislature.*

The social security act won't apply to a plant that has less than eight employes. We don't think much of the security of that eighth fellow.—*American Lumberman.*

The alien concepts of fascism and communism signify about as much in our political scheme as bouillebaisse and borscht in our dietary scheme.—*Alvin Johnson, New School for Social Research.*

There is nothing that people will not believe nowadays, if only it is presented to them as science, and nothing they will not disbelieve if it is presented to them as religion.—*George Bernard Shaw.*

When there is a repression of laughter and witticism about political personages, such as now exists in Europe, the loss of other liberties is on the way.—*George E. Vincent, Greenwich, Conn., to Chicago Rotary Club.*

I have always admired men or nations who have great missions in life but I begin to be suspicious of them when they admit it.—*Attributed to "An Unknown" by the Newsletter, Chicago Council of Social Agencies.*

It is not sensible to regard as one's only job the replacement of slums with good buildings, while one allows the causative factors to continue merrily at work creating new slums.—*Walter H. Blucher, director, American Society of Planning Officials.*

The basic structure of a sound relief policy should be a program of general and nation-wide public assistance to all citizens who are unable to maintain themselves through their own efforts.—*Joanna C. Colcord, Russell Sage Foundation, New York.*

I like to think of America not as car loadings or bank clearings but as a land and a people on it, and to measure their well-being not by the last quoted price of U. S. Steel but by the dignity and satisfaction of their lives.—*Jonathan Daniels in the Raleigh, N. C., News and Observer.*

There is no compelling reason why the American people should not have at their command a civil service which will combine the politician's understanding of the public, the executive's knowledge of administration and the student's grasp of underlying theory.—*Harold W. Dodds, president, Princeton University.*

Photograph by Fred Hess & Son, Atlantic City

HANDS ACROSS THE YEARS

The 1936 president, Msgr. Robert F. Keegan, extends a warm greeting to the 1897 president, Alexander Johnson—"Uncle Alec" to all members of the National Conference of Social Work.

THE SURVEY

JUNE 1936

VOL. LXXII NO. 6

Social Work in the Public Scene

Members of the National Conference, Realistic and Critical, Examine the Future Scope and Climate of Their Field of Action

By GERTRUDE SPRINGER and RUTH A. LERRIGO

ONE great American institution captured another when the National Conference of Social Work, for a long sunny spring week, took possession of the Atlantic City boardwalk. It was a dramatic, almost symbolic, setting for the great congress of social workers, 6670 strong, gathered from May 24 to 30 in their sixty-third annual meeting. On the one side stretched the sea—changing, eternal; on the other, behind a rim of glamorous hotels and shops, lay an epitome of the most urgent problem within the purview of the conference. For New Jersey, only the week before, had reverted to "poor master" relief, and the same newspapers that reported the deliberations of the Conference reported that the Atlantic City overseer of the poor had "gone back to the old system"; that 3408 persons had been summarily dropped from the relief rolls and that to those who were left "the city could not afford to give much more than food." Thus, the problem of human insecurity in drastic form was, like the eternal sea, under the very eyes of the Conference as it trod the boardwalk back and forth between meetings.

This was not the first time the National Conference had met in Atlantic City. Old timers recalled its sessions there seventeen years ago under the dynamic presidency of Julia Lathrop, and the issues that occupied it. Civil service was an issue in 1919 as in 1936, with Miss Lathrop urging social workers to "a vigorous forward movement . . . to strengthen the merit system throughout the country." In 1919 the post-War influence was strong in the Conference, with the Red Cross in the limelight as the FERA was in Kansas City in 1934 and the Social Security Board in 1936. It seemed then that the Home Service of the Red Cross, established to aid soldiers' families, would be perpetuated and that through it social work would go into every hamlet and hollow of the country.

The 1936 Conference was young, if appearance means youth, and sober, if a critical and appraising attitude means sobriety. It was emotional only when its right to criticize was impugned. It listened politely to what it privately dubbed "bedtime stories," but refused to be carried off its feet by high hopes, fair promises or dramatic personalities. It heard itself told that it was losing sight of the forest in the trees and it replied, firmly, that if there were no trees there would be no forest. If it had any heroines they were Edith and Grace Abbott—"The Abbotts of Nebraska"—whose direct and forthright expressions of conviction coupled with keen comments on the current scene drew quick response from people confused by indirection and uncertainty. "My big mistake," said a chairman whose meeting drew but a scanty crowd, "was in not getting an Abbott on the program." Either one of them "packed the house" whenever she spoke and invariably received what everyone but the Abbott concerned recognized as an ovation.

TO a long-time observer of national conferences this one of 1936 seemed more realistic than any during the preceding depression years. The Philadelphia conference in 1931 was in a state of shock and discouragement. Minneapolis, in 1932, saw a reaction; it became respectable to mention federal relief. Came Detroit in 1933 and the rainbow of FERA, followed by Kansas City in 1934, with its strong insurgent movement among the younger relief workers. Montreal, in 1935, was wary of emotion and turned to stock-taking and techniques. Then Atlantic City—cool and critical, firm in its principles but mindful of the public scene in which they must be rooted, the political climate in which they must stand or fall. An awareness of the power of public opinion was shot through the Conference from first to last, not as something to be "educated" at some time or other, but as an immediate and

powerful force shaping today's emerging social patterns.

By the time the Conference opened, on the night of May 24, the boardwalk was alive with social workers, enjoying the Atlantic Ocean or, as the girl from Florida said, "a po'tion" of it; every hotel that had signed the agreement against racial discrimination was full to its uttermost peak and registration at Conference headquarters had reached a figure which indicated that the record of attendance, hitherto held by Boston, would surely fall.

The opening session at the Auditorium ballroom, all its 5000 seats filled, had a dignity that such sessions have sometimes lacked. Onto the graciously set stage came the officers, committee members and staff of the Conference, and after them, filling the first row of chairs, eleven past presidents, led by Katharine F. Lenroot '35, who was followed by William Hodson '34, Frank J. Bruno '33, Sherman Kingsley '28, Robert W. Kelso '22, Allen T. Burns '21, Owen Lovejoy '20, Homer Folks '11 and '23, Jeffrey R. Brackett '04, John M. Glenn '01, and finally the oldest living past-president, the beloved and gallant Alexander Johnson, '97. The appearance of "Uncle Alec," whom illness kept from Montreal last year, was a surprise to everyone except the few who knew of the solicitous arrangements for his comfort made personally by Monsignor Robert F. Keegan, president of the Conference. The spontaneous, prolonged applause that greeted him was evidence of the place he holds in the heart even of a "young" conference, and of the living appreciation by social workers of his long and devoted service to their cause and calling.

THERE were no welcoming addresses by local dignitaries. After a prayer by the Rt. Rev. Benjamin M. Washburn, bishop of the Episcopal Diocese of Newark, N. J., Monsignor Keegan delivered his presidential address, Democracy at the Cross-roads. The general estimate of the presidential address, an institution of which conferences are traditionally critical, grew steadily higher as the week advanced. At the first "listening" it seemed somewhat general, a little aloof from the immediate preoccupations of social workers. But as these preoccupations came clear in the program and in the informal give and take of conference week, it was realized that Monsignor Keegan had not been unaware of them but had, in his address, given them perspective and related them one by one to a broad social and political philosophy. He reached deep into "the multiform relationships of mankind," economic, industrial, political and social, and analyzed them in the light of an abiding faith in the institution of democracy: "Governmental programs protecting large social groups are imperative. They shall not restrict our inherited personal liberty, but they shall surround it with a self-respecting security."

The second general evening meeting, which brought to the same platform Edith Abbott, president-elect of the Conference, and Mayor La Guardia of New York, again filled the great ballroom, with an estimated thousand unable to get in. This, it was generally agreed, was the most dramatic of the general sessions. Both speakers, sharing the topic Public Welfare and Politics, were in good form, vigorous and provocative, holding the attention of the audience from first to last. Miss Abbott reminded that "social workers today are only following the time-honored traditions of our early leaders in trying to keep these (welfare) services perhaps not 'above the battle,' but above the betrayals that too often follow the battle." She reviewed the effect of the spoils system on the development of public welfare institutions, and, coming up to date, its threat to the new welfare services. "Politicians are everywhere in the Social Security picture, in one state after another, and our great task for the future must be to prevent these new services from the kind of political manipulation to which the old poor relief system was subject."

Although under no illusions about the difficulties of the civil service system, it is there, said Miss Abbott, that "we must look for salvation."

Mayor La Guardia commenting on Miss Abbott's "We want a pledge from the politicians," said "What a glutton she must be for disappointment!" The Mayor, "after thirty-two years with these birds," had small faith in political promises or of the successful functioning of sound legislation under corrupt administration. But he went back of the politicians:

> If the spoils system prevails in a state it is because the people of that state tolerate it. You can keep politics out of relief only if the people want it kept out. That is what we must accept in a democracy. The thing to do is to make the best kind of a government that a democracy will permit.

At the third evening meeting, May 26, the Conference, pretty well sunburned by this time, and with sand in its shoes, received a message from President Roosevelt, brought to it by Stanley Reed, solicitor general of the Department of Justice. The President expressed his "deep interest in the high purpose for which you are convened" and added:

> Let us remember that humanity is not society; humanity is just plain folks. In matters of social welfare we should keep sight of the fact that we are not dealing with "units," "individuals" or with "economic men." We are dealing with persons. Human personality is something sacred. It enjoys the light of reason and liberty. It grows by rising above material things and wedding itself to spiritual ideals. Our social order is worthy of human beings only in so far as it recognizes the inherent value of human personality. Our cities, our states and our nation exist not for themselves but for men and women. We cannot be satisfied with any form of society in which human personality is submerged.

The chief address at this session was by Parker T. Moon, professor of international relations at Columbia University, on the subject International Peace and the Common Good. Professor Moon reminded his audience that while they were planning social work European generals were planning campaigns for the next great war, a war which would nullify the best laid plans for social improvement. He rested his hopes of peace, not in the "flimsy defenses" of neutrality policies, but in the League of Nations, strengthened by the cooperation of the United States in applying economic sanctions.

Pretty well worn down by five days of meetings, a surprisingly large number of delegates gathered for the last evening session, May 29, to hear Harold W. Dodds, president of Princeton University, discuss Government and the Common Welfare. President Dodds sees this as a nation that has grown up with the belief that progress is inevitable and that natural law dictates progress. Out of this belief we have developed, not the expert in government but the expert in practical politics. We have not yet worked out the problem of expert administration under

popular control; "I'll admit that the college professors have failed and that business men have flopped just as badly." Government not only needs a better-trained personnel, but educated youth needs an arena for its ideals. In a meeting of the two needs, in a real career service, President Dodds sees our future salvation.

At the closing session, a luncheon that crowded a big hotel ballroom and spilled over into two or three other rooms, the Conference heard Solomon Lowenstein, of the New York Jewish Federation, speak on National Security —What Price? At the same time Mr. Lowenstein was greeted enthusiastically as the nominee for president of the Conference when it meets in Seattle in 1938. The price of national security, Mr. Lowenstein said, is setting the national house in order, for American democracy cannot long endure if "the agony and misery of the last six years are to be regarded as regular recurring results of the business cycle." The Social Security Act is a beginning in the right direction but it is full of defects "which are neither minor nor incidental," which stem for the most part from the matter of states rights and the problem of finance. They should not be ignored but examined and freely criticized. "We must find ways within our constitutional framework to do the things this law was meant to do."

Ranked as a general session was an open meeting of the Committee on the International Conference with Mary van Kleeck, Katharine F. Lenroot and Frank J. Bruno speaking in person and Henry Wickham Steed speaking by radio from London, the last a new feature of conference programs. "Who knows," said a foot-weary delegate, "perhaps in another few years we can 'take' the whole National Conference with our shoes off."

In spite of the size of the Conference and the bewildering bulk of the program—269 different sessions and 581 speeches formally listed—certain persistent strands of interest were apparent throughout the week in crowded meetings, in spirited discussions and in boardwalk and hotel lounge confabs. Probably few delegates would agree to a list of these strands of interest, but to these two observers the most persistent seemed to be: the disagreement between practicing social workers and social work administrators in Washington over the federal relief policy; the administration of the social security services and, closely related to it, the matter of personnel standards in the public services; interpretation of social work; the practice of psychiatric social work; and the whole question of the relation of youth, delinquency and crime.

THE rift between the "Washington crowd" and their unofficial social work colleagues first showed itself last February at the delegates' conference of the American Association of Social Workers. It appeared in the National Conference, not in the least narrowed, at a meeting of the American Public Welfare Association, where Edith Abbott, life-long foe of the old poor-law system, appeared on the same platform with Josephine C. Brown, assistant administrator of WPA.

"We have had an overdose of categorical relief," said Miss Abbott, "a $4 billion dose reaching only one section of one class. . . . We believe in work *and* relief—not *or* —without the ancient humiliations of the pauper laws, under which we spend our time and money not in taking

Monsignor Robert F. Keegan

President, National Conference of Social Work; Director, Catholic Charities of the Archdiocese of New York

THE rise and growing strength of different groups in this country has converted the field of public policy into a vast arena for conflicting interests. Each group is anxious to use the federal power for its own purposes, frequently in conflict with purposes of other groups. Government is whipsawed between clashing group interests. It is clearly faced with the alternative of making see-saw concessions to placate first one group and then another, or of rising above the interests of all groups with an eye single to the common good.

It is not easy for a democratic government to rise beyond the control of powerful groups. There is real danger that in so doing it may move definitely in the direction of dictatorship in one form or another. Fortunately, in the case of the United States the point of departure from democracy would be clearly and boldly indicated by transgressions against the Constitution as interpreted by the Supreme Court. We need not let phantom fears close our minds to necessary changes in public policy. But we must be alert that such changes conform to the basic pattern of our democracy. . . .

No one who takes a practical view of current trends can fail to perceive that we are destined to witness a far greater measure of intervention by public authority in the multiform relationships of mankind than was known to earlier generations. Come what may in the fashions and trends of politics, we seem certain to have a prolonged experience with social control in a measure not contemplated even as recently as a decade ago. If this be so, those who follow the profession of social work must take account of it. . . .

There are those who assert that the only function of social workers is to deal with the handicaps and inadequacies of the individual. I do not agree. Beyond the shadow of a doubt, our first task is to administer to the immediate needs of an individual, and yet, leadership and guidance in human welfare make it imperative that we rise above palliative measures and search out the sources from which so much of our work flows. Our objective cannot be ameliorative only. We must take our collective experience, our cumulative knowledge and unite with other public spirited elements in the community, and strive for a constructive course. . . .

Social workers believe that social insurance must be implemented by a flexible public works program and a program for public assistance.

We believe that it is the duty of government to see that the necessities of life are provided for those who lack them through no fault of their own.

We believe the human value of self-reliance can be preserved by carefully selected, useful work opportunities. Where work is not available under private auspices, it should be provided by government to the full extent of its ability to finance and administer it effectively.

We believe the administration of work programs and of relief can in the main be carried out most effectively under local and state direction.

We believe wherever the financing of adequate assistance is beyond the capacity of the states and localities, the federal government should participate.

Aubrey Williams

Deputy Administrator, Works Program Administration

I HAVE pondered long and seriously the reasons that bring many of you to urge a resumption of federal relief. You say that the states and localities will not, and in many instances cannot, provide adequate assistance for those who are unable to work, let alone the employable persons for whom we have no job. It is said that only federal relief grants can meet the entire need. We know that it is difficult for some of you to comprehend the stand which we have taken against federal relief when there are those daily evidences of suffering. . . .

The issue is simply this: How much money are the American people willing to spend in order that none of their number shall be involuntarily idle or none without the minimum security in the event that they cannot work? This is the fundamental issue in American public life today, I believe, and it is exactly at this point that the disparity between your ideal and present realities takes on the proportions that we know exist.

It makes little difference how thoroughly you may be convinced that the present number of jobs should be doubled or trebled and that every worker should work full time for an adequate wage, if the majority of the American people are unwilling to see that sufficient funds are appropriated to make this possible. I realize that it is difficult at any one time to know exactly what our population wants . . . but I am unable to arrive at any conclusion other than that the vast controlling majority of our population are either actively opposed or passively indifferent to appropriating the necessary increase in funds to bring about the state of affairs that you are advocating. . . .

In this session of Congress the issue has not been whether Congress would appropriate funds so that relief could be *added* to the present work and security measures but whether direct relief could not replace them and permit a *reduced* expenditure. With the exception of Congressman Marcantonio (speaking in defense of his own bill) I cannot recall one member of Congress who has suggested a relief program *plus* additional funds. In fact those members of the social work profession who have come out publicly in favor of a relief program find themselves cited as authority again and again by those who favor a lower appropriation, return of relief to the states and abandonment of an employment program. The AASW has become a power in the conservative camp; it has lent respectability to those who would reduce relief expenditures. . . .

You who insist upon federal relief find yourselves in the company not only of our political opposition, but also and more serious, in the company of all who favor the form of assistance that can be stretched to the thinnest possible point, to that fine point of adjustment which costs the least to their pocketbooks and still does not endanger their loss by revolt.

care of people but in quarreling over which community shall be responsible for simple cases of human need."

The crowd, obviously of Miss Abbott's mind, and waiting to hear Miss Brown, listened politely while Neville Miller, mayor of Louisville, Ky., detailed the reasons why the U.S. Conference of Mayors is well satisfied with WPA.

Miss Brown, in her paper, discussed the philosophy of the WPA program as a relief measure, admitted certain gaps and inadequacies but bespoke cooperation in attaining its major objectives rather than preoccupation with weakness of details. Many social workers have not accepted, in relation to their former relief clients, the principle of WPA. "The hardest thing they have had to do is to let go of people."

Questions and comment popped up all over the floor as Miss Brown finished, many of them so edged that only the skill of the chairman, William Hodson of New York, and the dignity and poise of Miss Brown kept them on the level of discussion and not of heckling.

THE issue between social workers and Washington was clearly drawn three days later when Joanna C. Colcord of New York, speaking on Relief, Style 1936, made a close analysis of anomalous federal policies, though agreeing that great gains had been made in the acceptance of relief standards throughout the country, and stated succinctly what the profession of social work sees as a necessary program of relief. [See page 167.]

That same afternoon, and again later in the week, Aubrey Williams, deputy administrator of WPA, took up the gage with a spirited defense of the WPA, its democratic philosophy, its acceptability to the American tradition and temper, its effectiveness in raising benefits above the level of home relief, and reminded his audience that it is the control of public opinion, exercised through Congress in the appropriation of funds, that determines the size and adequacy of the relief program. And public opinion, he warned, was showing a disquieting tendency to be willing to substitute cheap direct relief for the going work program. The insistence of the organized professional group, the AASW, for a program of direct relief and work, has, he charged, "lent respectability to those who would reduce relief expenditures."

The tensions engendered by Mr. Williams' charges against the AASW were not lessened by later discussions in and out of meetings, by pointed references to "dramatic talents used to defend an inadequate program" and by such comment as: "Uncritical adherence to a program . . . and unwarranted attacks on any opposition to it may be good fascism but it is not professional conduct."

There were of course differences of opinion. There were some who felt that Mr. Williams' vision was clear and realistic and who shared his feeling that criticism, at this time, of the scope and performance of WPA was destructive to public acceptance of its principles and objectives. There were others who said that Mr. Williams "saw with only one eye," an eye turned on Congress and not on the people whom WPA had left behind, and who were frankly resentful at being put on the spot as opposing the federal program because they favored a wider scope for it. There was general regret that a breach—not free of personal emotion, it seemed—had divided social work leaders at a time when objectivity and professional give and take are essential to the common cause.

The discussion of the Social Security Act ran in and out of every nook and corner of the Conference. It ranged through criticism of the scope of the Act to details of the strengths and limitations of services that may be set up under it, the qualifications of personnel to administer them,

their interpretation to the public, and their relationship to private social agencies in the same field.

Sharp criticism of the Act came from Frederick Dewhurst and Joseph P. Harris of the Social Science Research Council. Speaking of objectives and social effects of the public assistance and old age sections, Mr. Dewhurst said:

> The Social Security Act in its present form does not clothe federal agencies with enough power to make certain the actual attainment of its objectives. . . . No minimum standards as to coverage or adequacy are laid down as conditions to receipt of federal aid. The provisions of the act bring no pressure on the states to increase or even to maintain their present appropriations for these purposes. . . .
>
> The extent to which grants-in-aid to states will achieve or fall short of their objectives will remain largely a question of state fiscal programs and taxation. Most states willingly acknowledge the objectives; the problem is to find the money. The social effects of the program will be largely affected by the types of taxation resorted to. In fact, one of the results of the act will be to increase the consciousness of the need to study and develop a tax structure which will bear these social costs without undue and misplaced strain. . . .

Speaking on the subject, Unemployment Compensation and Its Unsolved Economic and Social Problems, Mr. Harris submitted that "at the present stage there are no problems of unemployment compensation in this country which have been solved."

Discussing the policy of the Social Security Board in respect to federal and state relationships, Frank Bane, its director, said that every effort is being made "to fit procedures into our usual way of doing things," but that "nothing can happen unless the states make them happen, unless the states act in behalf of their own people." The major concern of the Board at this time, he said, is to keep the new services from becoming poor relief under another name. "If we had a merit system in the states, a large part of the problems that confront us, tendencies that we think we see, would not bother us so much."

CONSIDERATION of the relation of private agencies to new public services brought a plea from Mary Irene Atkinson, of the Child Welfare Division of the U.S. Children's Bureau, speaking to the Child Welfare League of America, that "we stop belaboring that subject," take for granted that the children of the country need all the service they can get, and "go ahead with it." As in the early days of relief, trained workers must be recruited, "whether by buying, begging or stealing," for the new services for children. And, she added:

> If you and your boards are feeling hysterical about the possibility that there won't be any more private child welfare services, let me tell you that if you want to see a really good case of hysterics just intimate at Washington that the private services might vanish from the picture.

In pointing up a discussion of personnel as "the most important single problem in the public welfare field," Fred K. Hoehler announced that the American Public Welfare Association, of which he is director, would presently form a national steering committee to direct public attention to the need of merit appointments in the administration of public welfare, and to try to "recapture the waning prestige of social workers among elected officials." By means of a foundation grant the committee will organize, in cooperation with the states, a program of staff training institutes under the direction of Blanche L. La Du, recently of the Minnesota State Board of Control. Reminded by Leonard D. White of the U.S. Civil Service Commission that, "Standards set by a professionally conscious group do not fit the political structure in certain parts of the country," Mr. Hoehler assured that an objective of the proposed institutes was to develop community acceptance of personnel standards and that the training offered would be indigenous, growing out of local needs.

Perhaps this is as good a place as any to tuck in the item that the APWA, one of the liveliest of the kindred groups associated with the National Conference, has decided to hold its annual meeting henceforth at a different time and

Joanna C. Colcord

Director, Charity Organization Department, Russell Sage Foundation

THE delegates' Conference of the American Association of Social Workers has made it perfectly clear that the profession wants the federal government behind a work program. What it does not want is a work program which is so set up that it can become the football of politics; which forces the unemployed through relief channels in order to obtain public employment; which fails to pay going wage rates; which decries and disparages direct relief, or which monopolizes the interest and the funds of the federal government and excludes it from any participation in the general relief program.

A direct relief program is necessary as an underpinning to work relief and categorical home relief alike. . . .

Not yet completely provided with funds, and threatened with questions of its constitutionality, the Social Security Act is, nevertheless, by far the more important and potentially powerful of the two branches which the tree of relief has put out for the relief of distress. Unless the Social Security Board is enabled to function within the coming year, the WPA will be a rootless and fruitless effort, doomed to speedy withering.

A basic underpinning is necessary to real social security which neither the WPA nor the Social Security Board provides. They both extend what I have called our "categorical complex"—the belief that separate legislation to provide public assistance for different classes of those in need can be extended to form a satisfactory coverage for all.

We ought, I think, to be satisfied with nothing less than a system of public welfare that is good enough for any classes in our population needing public assistance. And I do not believe we shall have it without stimulation and positive support from a federal government convinced of its primary importance to national security.

The work and the social security programs form no more than a good step in the direction of complete coverage of need in the United States. The program is a patchwork of relief plus insurance measures, covering very large and important patches, it is true, but leaving many areas untouched. Planned public works and social insurance, both divorced from relief machinery, will mark a significant advance, but the most important part of a security program is the substructure upon which those services must rest—a non-categorical and well-integrated federal, state and local administration for public welfare.

Edith Abbott—"There is only one way out, and that is the establishment of a merit system through the adoption of proper civil service laws. It is there that we must find our salvation and the only hope of protecting our public social services. . . . As social workers we should instruct our professional organization, the American Association of Social Workers, to go before the platform committee of every political party and ask support for certain planks about which we are all agreed. A civil service plank must go before every state convention."

Mayor La Guardia—"Miss Abbott, a civil service plank has been written in the platforms of both major parties for the last twenty years, and it doesn't mean a thing. No, I think you will have to do something a great deal more aggressive than to go to the conventions and exact a plank.

"Now, I am in favor of civil service, but I will say this: that civil service under a corrupt administration is just terrible. . . . Civil service is as good as the administration and no better."

place from the larger body. The reason for this action is that under the past arrangement only the "converted" among welfare officials come to the meetings; the "unconverted," whom the Association particularly desires to reach, not being attracted by the "sound" of social work.

The whole matter of personnel in public welfare services, its qualifications, its training, its acceptance by the community, was a steady stream through the entire conference. Sophonisba P. Breckinridge, of the Chicago University School of Social Service Administration, gave assurance that the Association of Schools of Social Work accepts the challenge of the new security legislation for qualified workers, and is prepared to meet it by a modification of curriculum, by the development of new types of courses, or by extra-mural instruction, should that prove necessary.

There was a lively balancing at the corners at a dinner meeting of the Association of Schools of Social Work. The speaker was Ewan Clague of the Philadelphia School, now of the federal Social Security Board; with Grace Abbott, formerly chief of the Children's Bureau and now of the Chicago School, leading the discussion. When the schools were consulted, in the case of a candidate for a job, the faculty-member-turned-administrator wanted them to come through with personality minuses as well as pluses; while the administrator-turned-faculty-member wanted to be asked who, out of all the graduates, might be recommended for the particular job—rather than merely about the dimensions of a particular person. In his talk Mr. Clague pointed out that administration is bound to be a more important aspect of the training program than heretofore, because of the various fields and functions embedded in the social security program. On the other hand, he put salt on the notion that administration is a separate art; the administrator must be grounded in the field he deals with. Mr. Clague would like to see executives, statisticians, auditors and others fortified by a year of case work training.

A good word for the young, technically trained, social worker was spoken by Pauline Miller of the Division of Case Supervision and Personnel of the Maryland Board of State Aid and Charities:

> We are again and again in the position of deciding between one candidate of long experience and little theoretical background and another of recent theoretical training and less experience. We have on the whole tended to favor training rather than prolonged experience. Public welfare, in its rapid extension, is new, and freshness of outlook is needed in the application of social work concepts to its broad field and to changing community relationships. The public welfare field is able to offer quicker recognition in salary and professional status to well equipped young people, thus developing a group prepared to consider it a career and perhaps less apt to feel frustrated in the selective application of standards of service than a group of more experienced candidates whose thinking has been largely oriented in the private field.

Some pretty hard cold facts, in regard to standards of personnel, went into the record when Marjorie Anne Merrill reviewed the lessons learned in emergency relief administration. Miss Merrill was formerly with the Pennsylvania SERA and is now with the Research Division of the WPA, which has recently completed an analysis of staffs and standards in various state emergency relief administrations. Practically all the states, she said, had "paper" personnel standards but under various pressures few had been able to apply them in practice. The difficulties of enforcing or even of writing down standards, under the going relief situation, had been almost insuperable. In one large community three fourths of the staff would have been blanketed out under any possible minimum requirement; public opinion would not have supported such action even if more qualified people could have been found. Miss Merrill believes that standards must be highly flexible, and that unless they are accepted and understood by the community they are only another form of pressure and never gain roots. The problem of group recognition for those workers who have public acceptance, but not professional status, as social workers, and who are likely to go in large numbers into the new security services, is, Miss Merrill observed, of urgent importance to social work.

Interpretation, which has been on the rim of conference interest for the past ten years or so, was this year at its center. Social workers have learned of late that "the public" is a more critical and more heterogeneous body than they had hitherto realized, and that without a substantial base of public acceptance their best laid plans and projects, whether public or private, cannot prosper. Thus the Social Work Publicity Council, which has been spreading that doctrine these many years, found itself in the limelight with its large, well organized exhibit, directed by Evart G. Routzahn, drawing throngs of the converted.

IN the program of the Council, and in other programs through the week, was evidence of a fresh effort to understand the public, to see it, not as a mass, but as groups and as individuals. The politician, said Pierce Atwater of St. Paul, is not interested in what social workers say, but is closely observant of what they do. The small wage earner, said George M. Treager of Bridgeport, Conn., is a kind-hearted and extremely practical person whose good opinion, no less than his contribution, is worth having. The man on the street, said Wayland D. Towner of Orange County, N. J., is the man of the hour—"a stout fella, a good scout." He doesn't "get" case work, and right now he is fed up on relief.

Elizabeth McCord of the Social Security Board reminded that social workers have usually seen the people of their communities merely as:

. . . tools for fulfilling our purpose or obstacles in our path. . . . It is a difficult thing to accept the fact that the lay person's interest in social work is different from ours and that he will take over only a portion of what we think is important and only as that portion coincides with his own ideas and interests. In social work the development of knowledge and skill has excluded people from whole areas in which they formerly felt capable and got satisfaction, areas which deal with the concerns of everyday living.

Hilary Campbell, of the Publicity Council, reporting on thumbnail interviews in New York's Central Park, said that only four out of fifty Sunday morning strollers whom she buttonholed had even a faint idea of case work. Seven knew about relief because they were on it. Her conclusion was that the public is hopelessly muddled over what case work is about, and that for the present at least it cannot be expected to understand its techniques. "Better tell what case work does, rather than how it does it."

Arch Mandel of Dayton disagreed with this conclusion. He felt that case work is on the spot because:

We have told too many success stories. . . . We have talked a lot about making people self-dependent and now the public asks, "Well, why don't you do it?" . . . We must express, if we can, very simply and very clearly, every bit of the processes as well as the goal of a successful rebuilding of a family or individual. . . . We must claim no more than we can actually do . . . must admit that there are many, many cases beyond our ability to help.

The case of the case workers in interpretation was warmly defended by Grace Marcus of New York, who made a handsome confession of sin—and of unregeneracy—and added:

It is obvious that we need to ask ourselves why interpretation is so dissociated from the interests that motivate the rest of our activity . . . why it has become an irritating chore, an occasion for lip-service. . . . We cannot help but connect interpretation with special pleading for support and funds. . . . If we occasionally face the facts we realize that the statements made to secure both public appropriations and private funds are confirming in the public the very prejudices which on the one hand consign the clients of case work to the limbo of the weak, abnormal and degraded, and on the other prevent social workers from laying any claim to professional status.

The case worker's attitude toward interpretation and her capacity to interpret effectively have been conditioned, said Miss Marcus, by:

. . . resistance associated with money raising activities, isolation from the public, confinement within agency precincts, tolerance of the divorce of administration from case work, and lack of resources for clinical exposition. . . . Being "agency bound" we have had only our own questions to answer when we needed questions from without to test our capacity for understanding and making understood what we were doing. . . . The question for us as case workers is whether we believe sufficiently in the fundamental values that case work serves, to struggle patiently to bring them to light in a society threatened with disintegration because it neither knows nor uses them.

On the technical side of interpretation was a paper by Mary Swain Routzahn of New York, packed full of practical suggestions on how to analyze the story social work has to tell, how to pick out the news nuggets on which to hang it, and how to use the publicity resources of the community.

Edith Abbott, discussing the responsibilities of an administrator of public social work, included public relations—"For this, a basket of tricks is not enough"—and cautioned that:

The administrator who relies on out-smarting the governor or the legislature, or on wise-cracks instead of sincere and straightforward answers to questions, may make the front page temporarily but he will eventually reach the backdoor. . . . The desire to ridicule a critic is one to be resisted although our newspaper friends will encourage indulgence in it. But it is a costly method of self-expression and should be yielded to in private only.

"Volunteers and board members took the Conference seriously but not morosely"

Mrs. Peter L. Harvie, president of the Association of Junior Leagues of America; Katharine King, Volunteer Service Bureau, Philadelphia; Mrs. D. K. Rose, Department of Volunteer Service, St. Louis Community Council

One of the major phenomena of this conference was the resurgence of general interest in psychiatric work, which began in Montreal last year and rose to new levels this year. The largest and most attentive meetings of the whole week were in this area. "Hang out a label 'Psychiatric Approach,'" said a faintly cynical observer, "and you get a mob. Hang out a label 'Standards of Eligibility for Public Assistance' and you get a handful." There were many and various explanations for the phenomenon. One was that young workers, deeply insecure themselves and confused by confusion around them, were seeking a way to understand themselves and the psychologic framework in which their jobs place them. Another explanation was that since the "higher-ups" in the various relief organizations had indicated that "all this" was important, it behooved an ambitious young worker to find out about it.

However accounted for there could be no question of the extent of interest. Three hundred people, mostly young, unable to get into a hall seating 1400, do not sit under a loud speaker for a long sunny afternoon—with the Atlantic Ocean and the boardwalk just outside—unless their interest is deeply engaged. Nor do they come out at the end saying, "It's too big to take in all at once, but you feel something opening up before you," unless their imagination has been stirred.

It seemed to these observers that the psychiatric workers had left most of their terminology behind them. "Dynamic passivity" was hardly mentioned, though "sensitivity," which "seems primarily to be a matter of freedom to feel with and into the other person," was well out in front.

Those meetings of the Conference section on social case work where the psychiatric approach was emphasized were large and eager, but the sensation in this particular field of interest was the meetings of the American Association of Psychiatric Social Workers, all hinging on the topic, Differential Approach in Treatment. Here Fern Lowry of the New York School of Social Work, Florence Hollis of the Cleveland Institute of Family Service, Marcella S. Farrar of Western Reserve University and Ruth Smalley, visiting teacher of Rochester, N. Y., presented papers which were in effect case records, translated for the most part into the give and take of conversation between worker and client.

EARNEST as they are in their effort to understand the areas in which they function, and eager as they are for scientific clarity in their field, these workers were able to join in the laugh which greeted John Dollard of the Yale Institute of Human Relations when, at the dinner of the Association of Psychiatric Workers, he said, "Two things we know about the science behind case work; one is that when it comes it will be a social science, and the other is that it has not yet come."

The subject of crime was threshed out all through the Conference proper and through the National Probation Association and various other kindred groups. It ranged all the way from crime's obscure roots, in personality and community conditioning, to its punishment and the "social stupidity" of a prison system that does not concentrate its attention on the day of release.

Sheldon Glueck, of the Harvard Law School, summed up much of the thinking on crime prevention when he said:

> We know that a complex of factors is usually associated with criminality although we do not know how much weight to assign to each element in the complex. . . . It needs a many-sided attack to reduce the number of recruits to the criminal army though it will be difficult to allocate credit to any one factor if a happy result is achieved. . . . The more of the inflammables, such as poverty, broken and distorted home life, badly occupied leisure time, culture conflict and the like, that can be removed from the environment of childhood and youth, the less possibility is there of criminalistic conflagration.

Coordinating Councils for the prevention of juvenile delinquency, as developed on the West Coast and elsewhere, came in for earnest discussion, so much so indeed that some observers prophesied that a new national agency was in the making. Some people saw these Councils, where all neighborhood forces are brought to bear on local subversive influences, as a new and dynamic attack on a problem the approach to which has been generally scattered and insular. Other people saw it as new wine in old bottles, but useful if it would stir "tired old agencies" into self-examination and action.

The social approach to the prevention of crime and delinquency had a strong advocate in Austin H. MacCormick, Commissioner of Corrections of New York City, who said that, "Twentieth century society views concrete crime with the alarm, hysteria and helplessness with which the cave man first viewed a saber-toothed tiger climbing into his home." Mr. MacCormick believes that the social approach to crime will not get very far until legislators, police, prosecutors and judges have a great deal more understanding than they now possess:

> The ignorance of social work and the contempt for it which so many legislators feel should not go unchallenged. I do not believe that social agencies will ever get far except in terms of votes. . . . They will not get anywhere at all unless they are willing to abandon their insularity, integrate their efforts and adopt a broader concept of their functions.

Correctional institutions for juveniles were pretty well raked over the coals, with Dr. Herbert D. Williams of Warwick, N.Y., pointing out the essential weakness of "institutions developed on an artificial basis with few elements identical to those which the child will find when he returns to the community," and Prof. Harrison A. Dobbs of the University of Chicago reminding that "a correctional school that really corrects is a costly and complicated therapy."

Turning to matters of punishment Sanford Bates, director of the U.S. Bureau of Prisons, made spirited answer to critics of probation and parole and ventured that:

> There have been no more mistakes made by parole boards than by police, district attorneys and judges. . . . Many a sick man leaves the hospital in such physical condition that he needs a crutch or a cane or a bandage. . . . So it is with persons discharged from prison. As well say that every person leaving a hospital should be able to run a mile, or eat a hearty meal of corned beef and cabbage as to say that a prisoner should be plunged without preparation from the closest kind of confinement in a prison to complete liberty.

The most urgent and baffling problem in prison administration today, said Judge Joseph N. Ulman of Baltimore, chairman of the Prison Industries Reorganization Administration, is work—or rather the lack of it:

> Work at productive labor is the best and for many the only social medicine that can be given to unadjusted individuals. . . . The problem of prison labor cannot be solved as a thing apart, but only by the reorganization of prison systems. . . .

Solomon Lowenstein

Executive vice-president, Federation for the Support of Jewish Philanthropic Societies, New York City; nominated for president of the 1938 National Conference of Social Work, Seattle.

"WE shall insist that America remain a real democracy; that there shall be a free press and free right of protest without the stigma of 'Red,' that there shall be a cessation of shocking violation of civil rights . . . and that we shall not be told the agonies of these recent years are inevitable to the business cycle."

The prison problem in each state is a local problem not to be solved by any cut and dried program built for the country at large. Nor can it be solved by ballyhoo or by wholesale, thoughtless condemnation of surface evils. Its solution will cost money and it will not be reached overnight.

The stream of conference interest is so broad and deep and runs through such a multiplicity of meetings that even in so over-long a summary as this it is impossible to follow all its currents. Only a few high spots in the sectional meetings can be singled out here, with full realization that others equally high are passed over.

The conference section on social case work was under the chairmanship of Ruth Blakeslee, recently with FERA, now with the Social Security Board. Here, early in the week, Frank J. Bruno of Washington University, St. Louis, outlined in a scholarly and able address the contribution of social case work to security in terms of human personality and relationships. While his thinking remained close to his subject, he sharply indicted our present "systems" of security and their results in human wreckage:

Unlike the unemployed in other industrialized nations, ours are unprotected by any plan of social insurance or even the most primitive assurance of relief. No other civilized nation exposes itself to such a degree of economic insecurity. . . . We are coming to understand, however, . . . that economic support is but one of the elements of security, and that there are times when its attainment fails to provide the regard of one's fellows or a sense of belonging among them essential to satisfactory social training. . . . It is very questionable whether work assigned to the jobless on the basis of need is of much use in restoring their sense of social security. A job whose tenure depends upon need is a degrading job.

The section on social group work under the chairmanship of Grace L. Coyle of Western Reserve University, was, at Atlantic City, as at Montreal, one of the "growing spots" of the Conference. The very process of group work was exemplified in the development and structure of the program, much of which in relation to functions and objectives, for example, had come up from "thinking at the grass roots" by small groups of workers over the country during the past year. Group workers say that they are not concerned with developing authorities but with getting people to thinking, themselves included.

The program, with a background of "the feel of the creative approach" laid in by Charlotte Chorpenning of Chicago and Joshua Lieberman of Sturbridge, Mass., moved, always by the group method of course, into "the how to do" area, with discussion of such techniques as research and recording, the training of leaders, interpretation, methods of evaluation and so on. It examined the relation of group work to specialized fields, education, delinquency, youth activity and the like, and most especially it examined the objectives of group work in relation to social action. Here the section broke away from the discussion method and heard two papers, one on methods of education for social participation by Eleanor Coit of the Affiliated Schools for Workers, New York; the other on the consequences of social action for the group work agency, by Helen Hall of Henry Street Settlement.

Miss Coit discussed methods of encouraging and developing social interests and the ways in which those interests can express themselves in local community programs, illustrating from the experimentation in workers' schools in relating teaching to the experience of students. Summing up, she said:

Education with respect to a new social order means not so much giving the student the immediate answer to his questions as it means leading him into an inquiring state of mind, which will give him an awareness of his own situation and of the world in which he finds himself, and which will help him find a basis for his efforts to deal with this situation.

Miss Hall, drawing her conclusions from experience and illustrating them with graphic incidents said:

No one really belongs on a staff or on a board who isn't hardy enough to come up against any problem faced by the individuals for whom he or she is presumably making plans. . . . If we take on the responsibility for a social agency, either as a board member or as a professional social worker, we should expect to take into purposeful consideration the determining factor in the lives of those whom our agency serves.

We may recoil at communism but our people may be stirred by it. . . . We may chafe that boys and girls are idle on street corners, but that is the call on us to find more natural outlets for them. We may be repelled by prostitution, but our young people may be exposed to it. In becoming part of a social agency we connect ourselves inevitably with all the factors that go to make up life and we become in some measure responsible, not only for the results, but for the causes of social maladjustments, the maladjustments that make necessary our particular kind of social work whether it be a family society, a settlement or a "Y". . . . Fortunately there is a large body of people who really believe in democracy enough to go on trying to hammer out a good life by that process, people who are willing to have life questioned wherever it breaks down. . . . It is these people whom we may count on to stand by us in our every day work in resisting dictation of a reactionary or of a revolutionary kind—because one can be bullied from both ends.

As an item of news it might be interpolated at this point that the group workers, in order to clarify their own understanding of their field and their objectives and to bring together the results of decentralized group thinking, have set up a coordinating committee to stimulate the de-

BOARDWALK INTERLUDES

Center: Edith Abbott, president 1938 National Conference of Social Work, and William Hodson, commissioner, Department of Public Welfare, New York City.

Top row: The Resnicks; David, National Society for the Prevention of Blindness, New York; Louis, Informational Service, Social Security Board, Washington: Raymond Clapp, Minneapolis Community Fund; Elwood Street, Bureau of Public Welfare, Washington; Thomas McCullough, Alta Settlement, Cleveland.

Bottom row: Elizabeth H. Webster, Council of Social Agencies, Chicago; Otto F. Bradley, Community Federation, Boston; Howard B. Myers, Social Research Division, WPA, Washington: Eugene Kinckle Jones and T. Arnold Hill, National Urban League, New York.

velopment of local voluntary study groups on group work practice and standards, to act as a clearing house for significant experience and information and to publish a bulletin for inter-agency and inter-city consumption. Charles E. Henry of Chicago is chairman of the executive committee. Associated with him are Arthur L. Swift, Clara Kaiser, Helen Hall, Roy Sorenson and Helen Currier.

THE program of the Conference section on community organization, chairman Ralph Blanchard, New York, turned definitely on social planning, its concept, its factual background, the relationships involved and the areas of professional and lay activity. "The concept of social planning" said Leroy A. Ramsdell of Hartford, "must be changed to a point where it will fit a neighborhood, a city, a national or an international situation." In a community it might, for example, include the integration of such factors as the intake policy of a family agency, the expansion of the Boy Scouts, the planning of a new YWCA building, the appointment of a juvenile court judge, the budget of the board of education and so on.

The facts we need to know now for social planning, said Shelby M. Harrison of the Russell Sage Foundation, are more and more facts about people, their characteristics, their attitudes and their relationships. Only on the basis of human understanding as well as material facts can full and fearless discussion go forward and community social plans and sanctions bring results.

Word had passed through the Conference "grapevine" not to miss, in this section, the paper of Neva R. Deardorff of New York, on the area of responsibility of voluntary social work during the period of changing local and national governmental programs, with special reference to planning. Consequently a packed "house" greeted her and all but "stopped the show" with its enthusiasm at the conclusion of her closely reasoned, tightly knit, wholly adult discussion. Miss Deardorff threw all old clichés and emotional fixations out the window and dealt with her subject on the basis of fact, logic and reason, illuminating, and by that means abolishing, old lines of cleavage:

> Our country needs a substantial body of people with capacity to think and to lead in affairs of social work, as it never has before. Not fault-finding, not nostalgia for an old order, not a clinging to some prerogative by either Brahmin or Bolshevik, not panaceas, but hard honest work to push through to new solutions, new adaptations, new ways of applying broadly the soundest knowledge that we have. If voluntary social work can pass on to the young social workers the means of finding themselves in this new scene and of pouring their young enthusiasm and intelligence into the common fund of civic energy, it not merely will have claimed an area of responsibility in the development of the community's public welfare program, but will have occupied it.

One of the aspects of the Conference temper, disquieting to many thoughtful folk, was the relatively light impact, in terms of attendance, of the program of the section on social action, chairman, Leifur Magnusson, Washington. Mr. Magnusson had organized a program which built up steadily, from one session into the next, with a nice balance between the theory of social and economic forces and their interaction in terms of the present situation. He had distinguished, authoritative speakers, but where one person came to hear these speakers ten were crowding to hear Mary van Kleeck on fascism or to try to learn something of psychiatry.

As Mr. Magnusson pointed out, "All social action today, including unemployment relief, is conditioned by the present economic maladjustment. Insight into the factors involved in that maladjustment would seem to be essential to devising or forwarding any intelligent line of social action." Which raises the question of how much insight social workers really want into the background of the social action of which they talk so freely. It was noted by more than one observer that the participants in these particular section meetings were not, for the most part, from the youthful wing of the Conference.

At the first session of this section Karl Pribram of Brookings Institution discussed in broad outline the economic and industrial causes of economic distress, against which Ewan Clague of the Social Security Board imposed a vivid picture of an "average" family, ground between these large causes and its own social and personal situation. The subject of minimum wage legislation came next with Elmo P. Hohman of Northwestern University declaring that it is "essentially anti-sweating" legislation, and that its effect is: ". . . not only to protect the workers who receive it, but also to protect society against the inroads of parasitical employers who, by paying less than a living wage, literally force the community to assume part of their wage bill."

In discussing the stimulation of employment by increasing consumer demand, Clark Warburton of the Federal Deposit Insurance Corporation stated that the two chief ways of increasing consumer demand are by increasing the income of the people and by decreasing the price of goods and services; and submitted that if government policies are to be effective in increasing "consumer taking," they must be dominated by one idea: stimulating increased production by reducing prices.

The program was rounded out by a discussion of the social significance of the Social Security Act by Frederick Dewhurst and Joseph H. Harris, mentioned elsewhere in this report; by a panel discussion of national labor boards led by the Rev. Frederic Siedenburg of Detroit, and by comment on the utilization of American political machinery to secure social action, by Dorothy Kenyon of New York and Grace Abbott.

QUITE apart from a generally critical temper, this Conference was not without some definite and salubrious challenges thrown into its discussions. There was, for example, the objection by Owen Lovejoy of Washington to the assumption, by speakers at the panel on national labor boards, that real and thorough labor organization will solve all difficulties. Within the unions themselves he sees obstacles due to the high cost of membership, and preoccupation with the welfare of specialized groups. "We won't get far with or without labor boards till the accepted principles of labor organization reach down to the lowest and least privileged workers."

Another challenge was thrown out by Homer W. Borst of New Haven, when he submitted that in terms of effective progress in solving the transient problem the net result of all the effort had been "studious futility;" that activities since the federal program ended had demonstrated only one thing, that the transient has friends, and, finally, that "private social agencies have the wisdom but

not the facilities to make any real impression on the problem."

A third challenge was tossed into the camp of the public housing advocates by Dr. Haven Emerson of New York, when he said that if the United States would worry more about raising income levels and improving the bodily nutrition of its people it could worry less about slum clearance and new housing projects in seeking to improve the health of the nation:

> Lay opinion is firm in the belief that poor housing is a cause of ill health. There is no such strong conviction among physicians, sanitarians or vital statisticians. A close analysis of causes and results tends to confirm those professionally concerned with health in a belief that the construction of a building is of less concern to health than the manner of its occupancy. . . . Every health officer will sympathize with the honest urge upon government, finance and industry to seize the present moment to clear away ill built houses and replace them with better. But I suspect that any critical student with a scientific habit of thought will read all the admirable array of references on housing without satisfying himself that better housing by itself can be trusted to contribute much to the unprecedented excellence of the present national health.

ALWAYS challenging to the Conference is the "wing" in its membership which became cohesive in Kansas City under the inspiration of Mary van Kleeck, which was present at Montreal as the National Coordinating Committee of Rank and File Groups in Social Work and which came to Atlantic City as the National Coordinating Committee of Social Service Employe Groups. The Conference has clearly recovered from its excitement over the activities of this group, and now takes them in its stride, goes to the Committee's meetings when the programs are attractive and pays close and respectful attention when its case is presented by so able and intelligent a spokesman as the national chairman, Jacob Fisher of New York.

It was on the program of this committee that Aubrey Williams made his first address to the Conference followed by discussion described thus by Louise Clevenger of St. Paul: "Harry Lurie, in a quiet voice, sprayed the whole subject with acid, and in the process brought out a picture that otherwise would not have emerged." At this same session Francis Gorman, vice-president of the United Textile Workers of America urged social workers to organize, to affiliate with the American Federation of Labor and to prepare to throw in with a farmer-labor party.

There was a good deal of curiosity among Conference delegates who remembered the stirring incidents of Kansas City, as to the strength that Mary van Kleeck retains with the "insurgents." There could be no doubt of her hold on their faith and loyalty. Her audience was equalled in numbers only by those drawn to the discussion of psychiatric social work. It filled 1400 chairs in one room and several hundred more in another where a loud speaker carried her voice. When she rose to speak a solid block of hundreds in the center front of the hall, with a generous sprinkling elsewhere, stood to greet her.

Miss van Kleeck's subject was Fascism and Social Work. She analyzed the growth of fascism in Italy and nazism in Germany and said, "Fascism is already here in the decisions of the Supreme Court." She argued for social worker adherence to a farmer-labor party and outlined what it must "demand":

> Above all, such a party must prevent the onslaughts upon democracy which are made by the Supreme Court in declaring social legislation unconstitutional. This can be done by amendment to the Congressional Act whereby the Supreme Court itself is established. Such an amendment to the Judiciary Act could be passed immediately by Congress whereas an amendment to the Constitution would take several years.

Referring to social workers Miss van Kleeck observed:

> If social workers are ready to compromise with the needs of the people in favor of the demands of big business and the concessions of government to financial interests, social work itself can become the screen behind which fascism develops while the people have confidence in an announced program of social welfare. Once fascism is established social work as we know it is destroyed. In a consistent program which courageously demands that government and industry meet human needs, lies the contribution of social work against fascism in America. . . . Social workers are not required at this moment to line up as between communism and capitalism, but they should know more about communism than they now do.

In such a program as that of the National Conference are many papers and discussions that reach far into social problems and deeply influence social work and social workers. Many of these are presented in the special committees and in the associate groups, which, owing to inability to be twenty or so places at once, no one reporter or even two, can possibly cover. There were at Atlantic City, for example, no less than four groups discussing problems of immigrants and of naturalization and citizenship with such distinguished speakers as Prof. Donald Young of the University of Pennsylvania, Bishop Francis J. McConnell of the Methodist Church, Leifur Magnusson of Washington, Eleanor T. Glueck of Cambridge, Mass., Prof. Herbert A. Miller of Bryn Mawr College and Col. Daniel W. MacCormack, U. S. Commissioner of Immigration. There was the Church Conference of Social Work, under the chairmanship of the Rev. L. Foster Wood of the Federal Council of Churches, with a program extending over five days; and there was the Episcopal Social Work Conference—chairman, Spencer Miller, Jr., New York—also with a five-day program. There was the National Committee on Volunteers in Social Service—chairman, Evelyn K. Davis, New York—which rallied a large group of interested and earnest volunteers and board members, who identified themselves closely with the Conference, spoke for themselves, and obviously took their obligations seriously but not morosely.

ANOTHER limitation of Conference reporting is the inability to comment on the many notable papers presented at the dinners and luncheons of the associate groups. There was, for example, the dinner of the National Board of the YWCA where Mary Ritter Beard spoke on The Status of Women and the Modern State; the dinner of the Family Welfare Association of America where Mark A. May, director of the Yale Institute of Human Relations, sought the answer to the question, Is There a Science of Human Relations; the dinner of the American Association of Medical Social Workers with Janet Thornton of Presbyterian Hospital, New York, giving an advance glimpse into her forthcoming book, The Social Component of Medicine; the dinner of the National Association for Travelers Aid and Transient Service with Helen Cody Baker of Chicago talking on the ubiquitous

subject, Interpretation. There were luncheons too numerous to talk about—one of which however cannot be passed over where Courtenay Dinwiddie of the National Child Labor Committee confidently prophesied that "the amendment" would be carried within a year—and everyone hoped he was a good prophet.

The Conference was not gay in the sense of merry-making. A few rode bicycles, even tandems, on the boardwalk in the early morning; a few went dancing after evening meetings, but most people spent the late evenings making up a schedule for the next day—and then put their tired feet to bed. The only formal social function was the traditional President's reception, tendered this year by the social workers of New Jersey. Social workers in their best bibs and tuckers literally overran the spacious accommodations offered by the Ambassador Hotel, while the "line," four abreast, was so long and persistent that Monsignor Keegan and the other officers who were receiving had a good idea of what life in the White House must be, on occasion.

Not exactly a social occasion but a very happy interlude in one of the evening programs was the presentation of "tokens of appreciation" on the completion of their ten years of service to Howard R. Knight, Conference secretary, and his untiring assistant Jane Chandler. To Mr. Knight went a wrist watch and a three-figure check, and to Miss Chandler a gorgeous basket of flowers, gifts from friends in the Conference membership.

Rarely if ever has a Conference been as comfortable in its physical arrangements, and in the adequacy of its services. The exhibit booths were so large and attractive as to encourage thoughtful and well organized displays; meeting rooms were accessible to one another and with few exceptions equal to their audiences. The boardwalk, as an artery of travel between the Auditorium and the hotels, was almost heaven compared to the hot asphalt of some other conferences.

The sectional organization of the program which had its first try-out in Montreal held up pretty well. The new form has unquestionably tightened and integrated the program of the Conference proper, but it seems to be tending to spread out the programs of the associate groups and to make for repetition of subject matter. More than one speaker frenziedly rewrote a paper after hearing its original "points" made by an earlier speaker, and more than one doggedly plowed through a paper, the subject matter of which had been covered by a preceding speaker on the same platform—simply because he lacked the courage to say so and sit down. The result was that by the end of the week there was a good deal of turnover in certain meetings, with people drifting in and out, shopping for what they had not already heard.

A word must be said of the publicity services of the Conference—interpretation they're calling it these days. Under the direction of Harold P. Levy, ably aided by Mollie E. Sullivan—lent by the National Board of the YWCA—and others, the Conference "went on the map" as never before. Metropolitan newspapers assigned special correspondents to it, the press services reported it, the broadcasting companies put it on national hook-ups and the motion picture newsreels put it on whatever is the movie equivalent of a national hook-up. For perhaps the first time in its long history the National Conference of Social Work was given, by the press, the serious and dignified treatment accorded learned convocations in other fields.

The last session of the Conference, a luncheon, was a happy finale to the crowded week. The speakers' table, with Edith Abbott, the incoming president, at the right of Monsignor Keegan, and Solomon Lowenstein, nominated president-elect, at his left, stretched down one side of the ballroom. Down the other reached the staff table—the daily workers' table they called it. Between were seated some 800 delegates who lost no opportunity to express their sense of "a swell Conference."

"Chicago and the Middle West accept this responsibility with humility and appreciation" said Edith Abbott, as she took the gavel from Monsignor Keegan.

Next year Indianapolis; and after that, Seattle. Come excursions or alarums the National Conference of Social Work marches on.

Twenty-Five Years Ago in The Survey

June 1911

THE National Conference of Charities and Correction met in Boston; president, Homer Folks; secretary, Alexander Johnson. [His seventh year of luminous service in that post.] In his presidential address, Rate of Progress, Mr. Folks "attempted to measure the advance we have made up to the present time in our whole social program . . . opened the way for discussion of unlimited range and for suggestions of nearly unlimited radicalness."

In the section on Families and Neighborhoods Edward T. Devine in a paper, Our Social Program, "singled out three features . . . worthy of attention; a constitutional amendment governing the conditions of labor and wages, the relief of congestion and a city plan." Mary E. Richmond "deprecated the singling out of relief from the many features of work for needy families. Coherence and comprehensiveness in treatment need emphasis quite as much as any single feature contributing to them."

The program of the section, Standards of Living and Labor, "was arranged with a view to shedding light from many directions upon the undue burden which industry now places on charity. The terrible waste of life and energy for want of proper compensation legislation has never been more convincingly or more appealingly shown than by Louis D. Brandeis in his address, Workingmen's Compensation: The Road to National Efficiency."

In the section on Housing, Health and Recreation, "Jacob A. Riis . . . brought a message of inspiration in his address, What Bad Housing Means to the Community, and stirred the audience to its depths with his question, 'Who are the unfit?'" Section meetings "on drunkenness and children turned away scores of late comers. . . ." At the meeting on sex hygiene, over which Charles W. Eliot, president emeritus of Harvard University, presided, "women clung to the railings in the balcony and sat upon the floor. . . . The securing and training of social workers is receiving more discussion and attracting greater interest than formerly." Judge Julian W. Mack of Washington, D. C. was elected president.

The Common Welfare

For Displaced Workers

THE dismissal wage agreement, recently signed by representatives of railroad labor and railroad management constitutes the first nation-wide defense against technological change on behalf of workers in an American industry. It affects roads which total more than three quarters of the country's railway mileage, and a million members of the twenty standard railway unions. About 150,000 railroad employes will be eliminated if contemplated mergers are carried through. Under the agreement, workers displaced by technical improvements or increased operating efficiency are to receive a dismissal wage amounting to 60 percent of their average monthly wage for periods ranging from six months to five years, depending on their period of service. The terms of the agreement are regarded by representatives of management, the unions and the government as very liberal. Employes of less than six months' service would be eligible for a "coordination allowance" of sixty days' pay. Those with one to two years' service, would have a dismissal wage for six months. The wage period increases until workers who have been with the road fifteen years or more would be carried at three fifths of their average monthly wage for sixty months. If employes prefer, they may have in lieu of a dismissal wage a lump sum payment ranging from three months' pay for those in service one to two years to twelve months' pay for those in service fifteen years.

The agreement is regarded by organized labor as a triumph of collective bargaining and "a milestone in American industrial relations." From the point of view of the public it is seen as paving the way for better service and reduced costs through the program of coordination under the Emergency Railroad Transportation Act of 1933.

Referendum and Research

THAT half a loaf can be worse than none is the upshot of Edward A. Filene's withdrawal from the United States Chamber of Commerce. Not only was he a creative factor in projecting it as a modern force in business life and public affairs; he was the initiator of a referendum procedure which tended to hamstring the control of such a body by small cliques and interests, and to give its deliverances the force of a consensus of membership opinion. But from the first he stood out for more than a show of hands; believing that this procedure should be matched and fortified by scientific fact-finding that would afford a fresh and searching basis for conclusions. The depression accentuated this need, and two years ago Mr. Filene laid down the gauge of his insurgency in an effort to have a committee appointed to canvass it. Nothing happened. In his open letter he puts the case in such paragraphs as these; and what he says has a bearing not only on the dynamics of business decision, but on the policy-making of civic and social organizations:

> My studies, as you know, have forced me to conclude that there can never again be lasting, nation-wide prosperity until American business in general is organized to pay such higher wages that the masses of wage earners will be able to buy enough of our industrial products to give our industries an adequate market and thus keep them in profitable operation. If I am wrong in that conclusion, however, I want to know it; and if I am right, I believe that business men generally will want to know it. It was not, therefore, because I found myself so hopelessly outnumbered in the United States Chamber of Commerce that I finally decided to withdraw my support, but because the Chamber had neither the facilities nor the will to find the actual answer to such an all-important business question. . . .
>
> The Chamber as at present organized may function as a successful club of business men when times are good, or as a potent center of reaction when changing times make some great new forward step necessary; but in neither role can it furnish any real help to business, either to business in general or to the particular business of the average member.

Mental Health Among Jews

FOR at least fifty years there has been a stubborn tradition that Jews are more prone than others to mental disease. Founded chiefly on hearsay and impressions, it has confronted the solid statistical evidence to the contrary presented in a series of careful studies by Benjamin Malzberg of the New York State Department of Mental Hygiene. In these Mr. Malzberg has shown for New York City and State, Massachusetts and Illinois that Jews contribute far less than their proportional quota to the mental hospitals; in some places the rates of commitment for Jews are less than half those of non-Jews, and the difference is in favor of the Jews for each of the major psychoses. Rates also are lower among foreign born Jews than other foreign born white persons. (*Mental Hygiene,* April 1936, page 280.)

An explanation which casts light on the stubbornness of the old tradition and perhaps also on the life of our times now is forthcoming from a new study made under the WPA, sponsored by the New York State Department of Mental Hygiene and directed through the Jewish Board of Guardians in New York City. (Mental Illness Among Jews, by John Slawson and Maude Moss. *Jewish Social Service Quarterly,* June 1936, page 343.) Here the focus was not the mental hospital, but the mental hygiene clinics of the metropolis, to which people turn for help when they first feel their inability to cope with their lives. And here, in contrast to the hospital records, the number of Jewish patients was disproportionately large. The difference lay chiefly in higher prevalence among Jews of functional mental disorders (not organic mental disease) particularly "those related to environmental stress." This study found also that this type of difficulty in keeping one's emotional equilibrium was more prevalent by half among the foreign born patients of mental clinics generally and their children than among the native born. Perhaps all of them in one way or another met the paradox of which the authors speak in the particular group studied—that of "not being encouraged . . . to be a Jew or allowed to be a non-Jew." The findings suggest the weight that change

and isolation and uncertainty lay on certain groups of Americans—what might be called the social climate of mental illness. It makes the more impressive the showing of the state hospital records, through which the Jews, despite "environmental stress," are seen to withstand complete breakdown more ably than their neighbors.

Proposed New Charter

NEARLY eighteen months of painstaking labor by a commission appointed by Mayor La Guardia have gone into the drafting of a new charter for New York City to supersede the outmoded document under which Father Knickerbocker has struggled for thirty-five years. Wide discussion and possibly changes in this tentative draft will precede a public referendum in November. Hearings on various sections are now taking place before the Board of Estimate.

Many people disagree with details of the proposed charter; some hold that it should go further in reorganizing the framework of metropolitan government, others that it goes too far. But in any event it would make for advances in a number of directions. More, for the first time it would bring a real measure of home rule to New York—a new base for constructive development. The proposed charter is brief and a masterpiece of clear statement. That fact alone should recommend it to the public to whom the amendment-encrusted document now in force has long been a confused labyrinth.

True it is that no charter appropriate for New York, with its peculiar borough setup, would fit another city *in toto*. However the adoption of certain of the devices of modern municipal government recommended might well be considered elsewhere.

The opportunity to vote on the selection of a small council by proportional representation; the provision for a deputy to share the multitudinous duties of the mayor; an expert city planning commission with powers over a master plan, zoning, public improvements and the capital outlay budget; the proposal to amend the charter by petition of 100,000 signers followed by popular vote on the specific amendment; these are some of the notable reforms suggested by the New York Charter Commission.

Adult Learning

THE growth of adult education in the past decade and its future in this country was the central theme of many of the sessions of the tenth meeting of the American Association for Adult Education and of the annual report of its director, Morse A. Cartwright. Eloquent of the development and far flung usefulness of the organization is the twenty-five-page outline of its activities included in the report. Chronologically arranged, with columns for dates, activities, associated organizations, published results, "other apparent results," the outline includes education for the foreign born; alumni education; education for citizenship; parent education, vocational education and guidance; adult education in libraries, museums, universities, public schools, prisons and workers' organizations; adult education in the fields of music, recreation, the radio and science.

The range and vitality of the movement have increased amazingly during the depression. As Mr. Cartwright observed, commenting on the federal emergency education program, "An appetite for adult education, a national appetite in fact, has been enhanced by the emergency offerings." He added, "With the approaching withdrawal of federal relief support, the school systems are bestirring themselves to capitalize the goodwill toward education that has been engendered among adults by the federal program."

In announcing that the trustees of Carnegie Corporation, at the instigation of President Frederick P. Keppel, have expressed their willingness to finance the American Association for Adult Education for an additional term of years, Mr. Cartwright urged that at the end of the next four years the Association pledge itself to examine the general situation of adult education in the United States. At that time, he holds, other organizations and institutions may be ready to assume the responsibilities of the national organization:

> Within five years the present apparent lag between leadership and needs may well have been overcome and the functions of the Association, including that of serving as constructive critic may be found capable of transfer elsewhere. . . . The Association should welcome the time, if and when it arrives, at which it truthfully can be said that its parts are greater and stronger than the whole.

New York's Record

PARTIAL success for a carefully considered law enforcement program, defeat for a program bringing state legislation into line with federal social security law was the outcome of New York's recent stormy legislative session. Against the sorry spectacle of a state's lawmakers playing politics with the common good must be set Governor Lehman's forthright leadership.

The law enforcement program was embodied in sixty bills, drawn after a four-day conference called by Governor Lehman last fall, participated in by leading authorities in the field. Thirty-two crime bills passed, or slightly more than half. Among them was one making eligible to parole all offenders sent to state's prison, including fourth offenders, and one permitting the consolidation of local probation services. A number of the key measures of the program failed of enactment. The recommendation that a department of justice be established under an appointive attorney-general did not come to vote, though it was strongly supported by the American Bar Association and by the bar associations of New York City and State. Of equal importance was the governor's request for a division of crime prevention in the executive department. This was passed by the Senate but the Assembly let it die in committee.

The governor's eight-point social security program suffered even more seriously from its political mauling. The only section of the program finally enacted was embodied in a bill introduced by a Republican legislator to bring the state old age pension legislation into line with federal requirements and, further, to lower the age limit for pensions from seventy to sixty-five, effective October first.

New York taxpayers contribute substantially to funds collected under the Social Security Act. By the petty politics of its legislators the state will reap small benefit from the distribution of these funds from which the second quarter's payments are now being made to the thirty-five states which have already enacted the necessary legislation.

The Social Front

Relief

THE process of turning relief back to reluctant states and localities is not occurring without protests from its helpless victims. These protests, scattered and sporadic, are increasing in number, though social workers close in to desperate local situations say that the wonder is, not that there are so many, but that there are so few. Undeterred by the failure of the Workers Alliance to get action out of the New Jersey legislature by the tactic of camping out in the Assembly chamber for ten days [see *The Survey*, May 1936, page 149] a group of several hundred Pennsylvania unemployed "marched" on Harrisburg, set up "camp" in the State Farm Show Building and announced themselves prepared to remain until the legislature made an appropriation of $14 million for May and June relief. At this writing the legislature is deadlocked with the House proposing $11 million and the Senate standing pat for $9,500,000.

The governor of Missouri remaining adamant in the matter of legislative action for state funds [see *The Survey*, May 1936, page 149] a group of St. Louis relief clients attempted to enter the City Hall to press their demand for increased city relief appropriations. Prevented from entering by the police they "camped out" on the lawn.

Washington too has not been without its camping-outers, the most dramatic and possibly embarrassing of which was a group of some twenty cripples, New York members of the League of Physically Handicapped, who spent a week-end in the WPA offices, awaiting the return of Harry L. Hopkins, to present their demand for jobs for the 5000 employables among the 12,000 cripples on relief in New York City. Mr. Hopkins challenged the facts as presented by the group. Assured of President Roosevelt's "personal consideration and study" of their problem and denied further possession of any part of the WPA building by the police, the group accepted a special bus, provided by WPA, back to New York.

Case Work Job—The social case worker's contribution to "all the energy expended in the initial phase" of a rural rehabilitation project in a farming region in Georgia is described at length by Wilma E. Van Dusseldorp in a plump mimeographed document of seventy-two pages, Who Builds Pine Mountain Valley? written for the FERA of Georgia. The author, formerly assistant director of rural rehabilitation in Georgia, is now in Washington with the rural research unit of the WPA. The study describes briefly the plan of the project and the families from whom selection was made, then goes on to a detailed account of the way in which the social work staff was trained to present the whole matter to the selected families and the way it was "talked out" with these families, in groups and individually. The chapter, A Fair Beginning, tells of some of the early difficulties of personal adjustment, though as Miss Van Dusseldorp says "that experience . . . would be material for another paper." Appendices, including copies of agreements with families and summarized data about them, complete a document as readable and as humanly interesting as it is important in any consideration of projects involving the transplanting of families.

Definitions—The Connecticut ERC classifies relief cases, as a basis for establishing programs and procedures, according to the following definitions: Employables—those now unemployed who are physically and mentally capable of private employment; those now employed either privately or in WPA, but requiring supplementary relief. Marginal—those not capable immediately of private employment but who, it is expected, will be employable within a year (children just under working age); those now on WPA who require supplementary relief and who are incapable of private employment. Unemployables—those barred from any employment for more than a year by reason of physical or mental defects or chronic alcoholism; children under fifteen; persons incapacitated by advanced age; persons required at home for the care of small children.

"What Next?"—"We face two inter-related problems: We must balance the federal budget . . .; we must devise a system of cooperative relief for destitute families which is effective and humane and which can be kept within revenues of federal, state and local governments." Starting from this point the National Economy League (280 Madison Avenue, New York) has reviewed certain administrative and financial aspects of relief and embodied its conclusions in a pamphlet, Federal Relief—What Next? prepared by its director of research, John C. Gebhart. (Free on request.) The "evolution of federal emergency relief" is divided into four periods; pre-CWA, CWA, works program and WPA, the last coming in for the most extensive analysis and discussion. As a way out of the dilemma of unlightened relief loads and increased federal outlays the League proposes: ". . . the abandonment by the federal government of its huge works program and the return to a cooperative system of relief in which the major responsibility for unemployment relief will be returned to state and local governments where it logically belongs and that the federal government make grants-in-aid to states to supplement unemployment relief. Such a plan would leave to the discretion of local authorities whether relief should be in the form of work relief wages, cash home relief or a combination of these two methods."

End of Complaints—As a positive reply to complaints that relief clients will not work, and at the same time a chance to locate all possible jobs, the county relief committee of Scott County, Ill., Guy R. Codding, administrator, decided on a reemployment scheme which involved temporary closing of all relief cases in the county in which there were able-bodied men. This done, each man was given mimeographed slips to present to possible employers, asking from each one who refused to give employment, immediate or eventual, his reasons and his signature. A time limit of one week was set for the job effort. Ample local publicity and instruction to clients explained the purpose of the undertaking. If the job seeker was given three signed refusals, he was promised reinstatement to the relief rolls on application.

Clients were interested and cooperated in the scheme, farmers became more interested in the relief office employment efforts, and the community attitude toward "they won't work" stories received a healthy corrective. Of 209 men sent out, twenty-eight secured permanent employment; forty-five reported future prospects, and one enrolled for CCC. The relief office gained an informal survey of employment prospects in the community.

Transient Plan—A committee of the Council of Social Agencies of Washington, D. C., appointed "to develop a permanent plan for the care of tran-

sients in the District of Columbia," prefaces its report with the statement that it is "firmly of the opinion that no permanent plan ought to be considered unless it be part of the grant-in-aid program of the federal government which would aim to encourage each state to establish its own program for the care of indigent non-residents within its borders."

Continuing, the committee recommends the establishment of a transient bureau under the Board of Public Welfare with facilities and staff for the segregation and treatment of families and unattached women, children, and men. It opposes the establishment of shelters or lodges but sees the need of an adequate municipal lodging house for emergency uses. It would require missions, lodging houses and the like to meet standards set by the transient bureau, and would use a "contract-out system for the care of special groups such as women, families and juveniles." A work program is urged but no special setup for health services is advised but rather "efforts should be made to break down the residence barriers of existing community resources through agreement with public and private hospitals and health authorities to accept cases active with cooperating agencies."

The committee agrees that a budget for the proposed program is dependent on factors now unpredictable, but in the light of past experience suggests that a minimum of $500,000 would probably be needed.

Tell the Neighbors—Following suggestions from the State Relief Agency, on the obligation to keep the community correctly informed of the problems and procedures of relief, several Minnesota counties have set up lay committees. In Dakota County, district committees consisting of interested citizens and one member of the welfare board, hold periodic meetings to discuss problem cases with the case worker. In Freeborn County, the lay committee consists of district workers, the county commissioner, a member of the advisory board and perhaps a member of the welfare board, who discuss special cases and problems. In Clay County, a relief worker and the county council held an open meeting in the town hall, where citizens asked "How does the visitor go about her work?" A complete explanation of handling a case was given. Other towns have followed suit.

Official—Well ahead of the political open season, WPA workers were assured, in an official general letter from Washington, that "state administrators are instructed . . . that no WPA employe . . . is required to make a contribution to any political party; that no employe shall solicit such contributions; that evidence of such solicitation shall be cause for immediate discharge, and that no person shall be employed or discharged on the ground of his support or non-support of any candidate of any political organization."

Publications—Now They Have a Future, and Other Stories, a booklet of case stories, is presented by the Kansas ERC to illustrate the objective of the Kansas Social Welfare Service—which is, as defined in the state statute, "to aid those persons having claims on the sympathy and aid of society by instruction and other helpful means to become self-independent." (Bulletin No. 335, Kansas ERC, Topeka, Kan.) . . . The current progress report on transients of the California SRA gives local history of the problem, significant to current developments. (Transients; Special Surveys and Studies. Progress Report No. 7, California SRA, 785 Market Street, San Francisco.) . . . The Connecticut Tercentenary Commission through its Committee on Historical Publications, has issued a historical pamphlet, Charities and Corrections in Connecticut, by William W. T. Squire. (Price 25 cents from Yale University Press, New Haven, Conn.)

Security

INDIANS living on the Shoshone reservation in Wyoming have appealed to Dr. L. C. Hunt, Secretary of State, for inclusion in the state's social security program or a return to them of several thousand dollars paid in sales tax. The Shoshone delegation told Dr. Hunt that the Indians have paid $6000 in sales taxes in the nine months the law "to sustain indigent whites" has been in effect.

Organization—The Social Security Board has experimentally divided the country into twelve administrative regions, with regional headquarters in Boston; New York City; Pbiladelphia; Washington; Columbus, Ohio; Chicago; Birmingham; Minneapolis; Kansas City, Mo.; San Antonio; Denver; San Francisco. . . . The Board expects to have 11,765 employes on its payroll during the fiscal year 1937, according to a statement filed with the House Committee on Appropriations last month. About 3700 of these will be in Washington. . . . The Board is now occupying the old Labor Department Building as Washington headquarters.

For the Aged—The payments to be made to individuals during the quarter beginning April 1, under approved old age assistance plans, vary widely from state to state, with a "low" of $3.50 in Mississippi, a "high" of $30 in Utah and the District of Columbia. Average monthly payments in "approved" states are:

Alabama	$8.00	Nebraska	$18.33
Arkansas	10.00	N. H.	20.00
Conn.	19.83	New Mexico	10.00
Delaware	10.00	N. Dakota	20.00
Dist. of Col.	30.00	Ohio	15.00
Idaho	25.00	Okla.	8.00
Indiana	16.00	Oregon	25.00
Iowa	14.00	Rhode Island	18.00
Maine	25.00	Texas	20.00
Maryland	18.00	Utah	30.00
Mass.	25.00	Vermont	11.00
Michigan	16.00	Wash.	20.00
Minnesota	25.00	Wisconsin	20.00
Mississippi	3.50	Wyoming	24.28
Missouri	9.50		

In its first survey of those receiving old age assistance, the Nebraska State Assistance Office found that more men than women are being aided, more persons over seventy than under.

For Children—State estimates of average gross aid to dependent children for the present quarter under approved plans, range from $3.50 a month in Alabama to $15 in the District of Columbia and Indiana. State averages are:

Alabama	$3.50	N. H.	$11.51
Arizona	14.33	New Mexico	7.50
Arkansas	10.00	Oklahoma	4.00
Dist. of Col.	15.00	Utah	14.03
Idaho	12.50	Vermont	9.00
Indiana	15.00	Wash.	14.00
Maine	12.72	Wisconsin	13.00
Maryland	12.00	Wyoming	11.35
Nebraska	11.84		

Totals—Social Security Board estimates indicate that more than 690,200 persons will receive aid under the social security program in the quarter ending June 30. Of these, nearly 528,700 are aged, 18,750 are blind, and more than 142,800 dependent children. The federal government's share of the expenditures will be about $14,500,000. . . . Every state in the union and Hawaii and Alaska are now cooperating in some phase of the social security program. Thirty-six states are sharing in the benefits of the provisions administered by the Social Security Board. Public assistance plans of four additional states are now before the Board for approval.

Unemployment Insurance—Rhode Island's unemployment insurance law went into effect in early May, when the governor signed the bill passed by the legislature and named a three-man commission to administer it. The law was drawn after an intensive study by a commission appointed last year, with

representatives of industry, labor and the general public. It is of the pooled-fund type, as unanimously recommended by the commission. Both employers and employes contribute to the fund. . . . Associated Industries of New York State, a group of employers who brought the test case of the unemployment insurance law in the state courts [see *The Survey*, May 1936, page 145] has filed an appeal with the U. S. Supreme Court. . . . So far, only twelve states and the District of Columbia have passed unemployment insurance legislation. The Social Security Board has announced that collection of taxes will not be postponed while the federal or the state acts are pending in the courts. The attorney general of New York has stated that if the Supreme Court holds the unemployment insurance law unconstitutional, contributions to the insurance fund will be returned. . . . In addition to New York, eight laws provide the pooled-fund type of unemployment insurance upheld as constitutional by the highest appellate court in New York. They are: Alabama, California, Massachusetts, Mississippi, New Hampshire, New York, Oregon, Washington, and the District of Columbia.

Study and Record—Legislative and administrative developments under the federal Act are admirably analyzed by Marietta Stevenson and Ralph E. Spear, in The Social Security Program, just published by the American Public Welfare Association. (850 East 58 Street, Chicago. Price 25 cents.) . . . As the first circular of its informational service, the Social Security Board offers a handy 12-page Brief Explanation of the Social Security Act. . . . No. 14 of the Day and Hour Series of pamphlets, published by the University of Minnesota Press, is Old Age Security, a discussion of both theoretical and practical aspects. (Price 25 cents.) . . . Under the title Social Security, the National Municipal League reprints a symposium of articles originally published in the *National Municipal Review*.

Jobs and Workers

BEHIND closed doors, the New York State Senate Judiciary Committee killed the bill providing for ratification of the federal child labor amendment (see page 188). Twenty-four of the necessary thirty-six states have ratified the amendment, permitting Congress to pass child labor legislation.

Hard Coal Peace—A two-year agreement assuring peace in the hard coal industry was finally signed last month, after long and often discouraging negotiations between representatives of employers and of the United Mine Workers of America. The major provisions are: a seven-hour day and a five-day week, with no cut in pay (with certain exceptions); a check-off system, under which operators will collect union dues and assessments; prohibition of strikes during the term of the agreement; equalization of work in a modified form. Equalization and shorter working time were the chief aims of the union, seeking to provide jobs for 40,000 unemployed miners in the Pennsylvania anthracite fields.

Newspaper Union—Editorial employes of the Associated Press office in New York are to vote by secret ballot on the issue of whether they wish to be represented in collective bargaining with their employers by the American Newspaper Guild. The order was issued by the National Labor Relations Board, on the basis of facts brought out before Dean Charles E. Clark of the Yale Law School, who sat as trial examiner of the Labor Board at hearings held in April. There are about 160 employes in the New York office of the Associated Press classed as editorial.

Technological Change—Under the direction of David Weintraub, the WPA study of technological unemployment is focusing on the effort to determine the actual effects of mechanization, and to show if possible where jobs are most likely to increase in industry. At present the survey of mining has made most progress, and in this connection the investigators are trying to find out what effect hydroelectric power developments have had on the demand for coal; also, whether employment in the hydroelectric field has kept pace with layoffs in the coal fields. Plans are being made for study of technological change in many other industrial areas.

Homework Ban—Homework in the men's and boys' outer clothing industry was prohibited in a recent order issued by E. F. Andrews, New York State industrial commissioner. Homework was temporarily eliminated under NRA in this industry, because under the code homeworkers had to be paid at factory rates. Prior to NRA, the industry had some 4000 homeworkers in the New York area, at weekly wages far below a subsistence level. Since the Schechter decision, the commissioner stated, there has been a return to this system. His study of homework, he reported, had convinced him that "the wages and other working conditions of homeworkers jeopardize the conditions of factory workers and are injurious to the health and welfare of homeworkers." The order is effective at once for all branches except merchant and custom tailoring; in that branch homework will be banned after July 1.

All About NYA

COMPILED by its staff members, the National Youth Administration offered a two hundred-page mimeographed report of activities to date to the recent conference of its national advisory committee in Washington. [See *Survey Graphic*, December 1935, page 581.]

Committees—NYA has forty-seven state advisory committees (South Dakota has none) made up of 532 representatives of business, agriculture, labor, youth, Negroes and other groups. These committees shape general state policies. . . . Local advisory committees have been organized by the state directors on a county, district, rural and urban basis. Membership ranges from three to twenty, though there is one committee of 100 in Milwaukee which operates through sub-committees appointed to consider and investigate specific phases of the youth problem.

Student Aid—The student aid program, as of March, included 390,500 highschool, college and graduate students. Colleges and graduate schools have sole responsibility in selecting the students to be aided, in planning and administering the projects through which the students earn their monthly allowances of fifteen dollars to twenty dollars. This year, as compared with last, there has been an increase in off-campus, extra-mural projects: assisting in day nurseries, leading town forums, providing leadership in community houses and boys' clubs, helping county agents and public librarians. On the campus, student assistance is chiefly used in libraries, laboratories and museums, and in furthering research which could not otherwise be done. . . . The number of highschool students aided increased from 18,000 in September to 260,000 in March. At first the allowances of six dollars a month were limited to children from families on relief. The program speeded up as soon as this requirement was relaxed. Eastern states have used less than their quota for highschool students which, the report holds, is largely due to the fact that "in large urban schools it has been difficult for school officials to devise suitable work projects for a great many students working only part time." On the other hand, severe winter weather, floods and tornados resulted in requests for additional funds from a number of midwestern and southern states. . . . Educators urge that

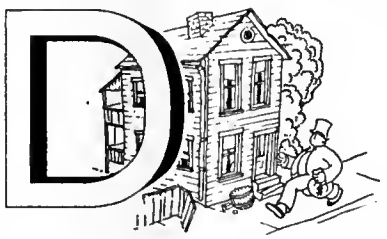
student aid be continued next year; that 1936-7 plans be announced sufficiently far ahead so that the program can be started as soon as the new school year begins; that the amounts of college aid allowances be made more flexible to permit adjustments as between students who need less than fifteen dollars and those who need more; that NYA make available to college and highschool authorities information on successful student work projects.

Guidance and Placement— In twenty-five cities NYA has established special junior employment counselers to interview young applicants and make employer contacts. They are on the payroll of the state youth directors but work in the offices and under the direction of the State Employment Service. In Brooklyn and the Bronx, N. Y., and in San Francisco, where there is an established junior employment service, NYA has set up a more intensive junior counseling service, cooperating with the employment service and with the public schools. . . . In five states (Colorado, Ohio, Nebraska, Wisconsin, Massachusetts) special junior guidance bureaus for a limited group of young people have been run through cooperation with existing social agencies. . . . In Kansas, Nebraska and Texas, career conferences have been organized through NYA, bringing together young people to hear about opportunities, required training, and so on, in various fields. . . . In eight states the public libraries have agreed to provide vocational bookshelves for the use of all youth. . . . Many communities, through NYA, have surveyed resources for training and recreation.

Work Projects—In developing part time work projects for out-of-school youth, the aim of NYA has been to relate them to "the training, work experience, skills and aptitudes of available youth. They are operated in close cooperation with existing local service and with other emergency employment programs." Summaries of types of projects in operation show that most of the young people are being used in education, recreation, or the upkeep of public buildings and grounds. The report offers no exact figures of numbers employed, or of amounts spent (in comparison with amounts allocated to the states).

Housing

SERIOUS questions are raised, says Coleman Woodbury of the National Association of Housing Officials, by a recent ruling of the FHA permitting the insurance of loans, under Title II of the National Housing Act, for the construction of new housing costing less than $2000. Will not this ruling, he asks, "weaken materially the neighborhood standards heretofore announced and elaborated by the FHA? If such houses can be built in the larger urban districts nearly all of them will have to be located outside of city limits and usually without benefit of the ordinary municipal and other public utilities. Every observer of city development knows of dozens of residential areas so located. The overwhelming majority have not even the elements of a permanent, orderly, residential neighborhood. . . . If large numbers of inexpensive houses are to be built without the ordinary municipal services and utilities and outside the jurisdiction of building and zoning codes, no one will deny that the costs of individual units can be reduced very considerably. Such practice, however, may well make more problems than it solves. . . . If continued too far this kind of development may lead to a marked lowering of standards of urban living and a condition of chronic municipal bankruptcy."



DILAPIDATION

Which Causes the Blight—The Need for Repairing—And Capital's Flight

"Not as teachers but as older children in housing do we lead you and ourselves from A to B to C—" says Arthur Bohnen in the foreword of the gay little red and white pamphlet, ABC, which carries good housing doctrine from "A is for alleys" to "Z is for zeal." Price 25 cents from the Metropolitan Housing Council, 228 North La Salle Street, Chicago, Ill.

Housing Shortage—Evidence of the need for new houses is clearly shown in the report of Cleveland's 1935 Real Property Inventory which is probably an index of conditions in most large cities. This annual inventory covers every house, lot and building, every movement of every family and various other pertinent details. It shows that only 3 percent of the 314,220 family units in the metropolitan district were vacant last year, and that practically all of the unoccupied dwellings were unfit for human occupancy. The vacancy rate dropped steadily from 9 percent in 1932 to 3.1 percent in 1935. A total of 3004 family units were torn down between 1932 and 1935 and 2417 new units constructed, this in the face of a population increase since 1930 of 6139 families. Home building dropped steadily in Cleveland from a peak in 1924 until 1935 when a sharp rise—193 percent—over the 1934 low was noted. However this rise represented only 3 percent of the 1924 total, "indicating that the optimistic interpretations of last year's nation-wide pick-up frequently exaggerated the importance of that trend."

Philadelphia too has lost more old houses than it has gained new ones during the past five years. In a recent address Bernard J. Newman, director of the Philadelphia Housing Association, pointed out that while the city has over 350,000 dwellings which do not create a housing problem it has many thousands of substandard dwellings which are dry-rotting old population centers and driving people out of areas where many millions have been expended for service and educational facilities into new areas where more millions must be expended to supply them.

In Chicago D. E. Mackelman, speaking for the Committee on Housing of the Council of Social Agencies, says: "The housing situation is becoming more and more acute. . . . The decrease in vacancy rates has gone down from 14 and 15 percent in 1932 to between 3 and 4 percent. In some areas, particularly the colored district, the rate is practically nil. A result is the increase in rents reported from all sections of the city. The activities of the PWA housing division will not be of very great influence, since it will provide only about 2000 new dwellings, though of course these projects will be very valuable in demonstrating the possibilities of public housing in Chicago."

A bill before the New York legislature to give the New York City Tenement House Department and the Bureau of Buildings power to condemn and demolish or repair under the multiple dwellings Law any building or structure which is vacant or abandoned was killed in the Assembly. The Tenement House Committee of the New York COS points out that there are some 2000 such buildings in the city, "a moraine left in the wake of the building boom which ended in the late nineties. A moral, social and health menace, the COS has joined with other social agencies to urge their removal through legal action."

Undoubling—The doubling up of families, due to the depression, has passed its peak in many cities, reports the National Association of Real Estate Boards, and undoubling is now much in evidence. Camden, N. J., and

New Orleans report that perhaps a quarter and Long Beach, Calif., perhaps a half of the spring movings, were due to families, previously doubled up, seeking homes of their own. Dayton reports "very general" and Milwaukee "very rapid" undoubling. Kansas City says that undoubling is offset by new doubling.

The increased demand for dwellings is reflected in an increase in rents from 5 to 10 percent. Some 173 cities, representing about a third of the population of the entire country, are said to have regained during the past two years more than half of the residential rent decline of the depression period. If the present rate of increase continues, the 1929 level will be reached by the autumn of 1937.

Reading "Must"—To the non-official, the only point at which The Housing Officials' Yearbook of 1936 might be criticized is its title—which does not indicate that its 250 pages contain information interesting to all those actively concerned in any capacity in promoting good housing for lower income groups. The Yearbook, grown from the large pamphlet of last year, contains sixty articles by as many experts, together comprising a review of housing activity during 1935. These articles tell the story of the organization, plans and achievements to date of the federal housing agencies, along with that of the forty-three official and unofficial housing agencies of states and cities. Particularly timely is the chapter on English housing, because we in the United States are looking for guidance increasingly to England's vast housing experience, accumulated since the War. Rough and stony as has been the way of the low rent housing in 1935, a reading of this "report" yields undeniable signs of better going in the future. The Yearbook is published by the National Association of Housing Officials. (Price $2 from the Association, 850 East 58 Street, Chicago.)

Excellent reading, supplementary to this more general volume, is the Report of the State Housing Board of New York for 1935. Here is recorded the actual current experience of the state which has been a leader in encouraging subsidized housing. The chapter on the tenants in the three completed housing projects, built with the aid of government loans, deserves attention.

Public Health

MAY DAY, with its slogan of Health and Security for Every Child, found plans for child and maternal health services under the Security Act formulated in forty-seven states, Alaska, Hawaii and the District of Columbia, the federal Children's Bureau announces. In thirty-nine states and the three areas plans actually were in operation. As compared with twenty-two states in 1934, practically every state now has a bureau of maternal and child health as a major division of its state health department, with a medical director in charge. Every state with a maternal and child health program is undertaking one or more demonstrations related to its particular needs—California, for example, in providing nurses to aid migratory agricultural workers; and New Mexico, Spanish-American nurses for Mexican parents.

New Jersey's Blind—Who are the Blind in New Jersey? asks an analysis of blind persons on the 1934 register of the state Commission for the Blind. (Publication No. 30, New Jersey State Department of Institutions and Agencies.) One sixth became blind before they were a year old; another sixth before they were twenty; one tenth, after seventy. The chief causes of blindness were: infectious diseases, 41 percent; congenital and hereditary conditions, excluding syphilis, 20.9 percent; non-industrial injuries, 17 percent; industrial injuries, 10.7 percent. The most serious infectious disease in respect to blindness was syphilis, known to have caused one case in eight in the whole group of the blind and doubtless responsible for others in which the infection was not specified.

Hard of Hearing—A WPA survey of 763,000 New York City school children has found 80,000 with potential impairment of hearing in one or both ears. Another 55,000, with still undamaged hearing, were suffering from ear conditions in need of medical attention. All children in New York State will get a good chance of escaping the difficulties due to undiscovered impairments of hearing through the passage of two laws which require annual tests of school children and reports to the state Commissioner of Health of hearing impairments in children under the age of six. The laws were sponsored by the New York League for the Hard of Hearing, the National Association of the Deaf and the Medical Society of the State of New York.

Needed Nurses—A postgraduate year in public health nursing has been added in the St. Philip school of nursing for Negro women, maintained by the Medical College of Virginia at Richmond. The new course was opened a few weeks ago with twenty-seven students from twelve different states and the District of Columbia. Filling an almost wholly disregarded need for training of Negro nurses in public health, the school is approved by the U. S. Public Health Service for the reception of students from eighteen cooperating states under the Social Security Act. Home states meet the students' living expenses and tuition with the understanding that they will return after graduation for "home" service.

Guides for Nurses—Child Development, Syphilis, Tuberculosis and Cardiac Conditions are the titles of four new or revised pamphlets, published by the Bureau of Educational Nursing of the New York Association for Improving the Condition of the Poor as guides for public health nurses. Each carries a bibliography and an outline of the subject and its treatment to aid the understanding and work of the nurse. (Price 5 cents each plus postage, with discounts on quantities of fifty or more, from the Association, 105 East 22 Street, New York.)

Dollars and Doctors

HOW unevenly the burden of sickness and death rests on different economic classes, with its greatest weight upon the poorest, is shown vividly by A Study of Mortality in Cincinnati, recently issued by the Public Health Federation. (Price $1 of the Federation, 312 West 9 Street, Cincinnati.) The rate of dying among the 100,000 with the lowest incomes was nearly twice that among the highest 100,000. The babies of the poorest 100,000 had only a little more than a third the chance enjoyed by those of the richest to reach their first birthday. While Negro deathrates in general were higher than white, within the Negro group itself there was the same difference between the poorer and the better-to-do. The tuberculosis deathrate among Negroes in the worst slum areas, for example, was four times that in a Negro neighborhood where living conditions were favorable. The study, made by William S. Groom, Floyd P. Allen, M.D., and Marvin Halsey, found that preventable or partly preventable causes of death predominated in the list of causes which had unduly high deathrates in Cincinnati.

Health Insurance—Of thirty-eight countries whose social services have been studied by the International Labor Office, twenty-two have made health insurance "the backbone of systems of economic security," said Dr. Karl Pribram of the Brookings Institution, addressing the conference called in New York in April by the American Association for Social Security. Dr. Pribram declared that benefits obtainable through

an effective health insurance system in this country "can hardly be imagined and would probably far exceed any legitimate expectations." . . . British Columbia enacted a health insurance law on April first. Employes will pay 2 percent of wages but not more than 70 cents a week; employers 1 percent, but not more than 35 cents a week. The act is compulsory for persons earning not more than $1800 except agricultural laborers, members of existing voluntary insurance plans and Christian Scientists. Benefits include physicians' services, hospital care and laboratory services and may be extended to other fields. . . . The Medical Association of South Africa has worked out and approved a comprehensive plan for compulsory health insurance. . . . "It would seem that there is something approaching the unethical in the use of a boycott to prevent a few physicians from offering socialized health service to persons of small income," said the *Cincinnati Enquirer* editorially, commenting on a resolution passed by the Cincinnati Academy of Medicine, 400 to 3, to oppose any plans for group medical care on an insurance basis and to withhold or withdraw membership from any physician associated with such a plan. The position taken by the Academy, the *Enquirer* declared, "in substance is that medical practice on an insurance basis is 'unethical' because it might injure the business of those physicians who continue on an individual basis."

Hospital Insurance—St. Louis has joined the growing list of cities with group hospitalization in a plan sponsored by the Medical Economic Security Association, formed by the medical societies of the city and county and the city dental societies. The plan covers hospital care, but not services of physician or dentist. . . . On its first birthday, May 7, New York City's group hospital plan claimed a world record with 85,492 subscribers in the first year. A similar setup in London, which now has 1,600,000 members, enrolled 62,500 in its first year. . . . The Bureau of Medical Economics of the American Medical Association reported at the May meeting of that Association's House of Delegates that there is an erroneous impression that the medical profession opposes group hospitalization plans. Where plans have been noncommercial and community-wide, and have included representation of the local medical profession in the administration "to insure the exclusion of features objectionable to the practice of medicine," the Bureau found that there had been "no serious obstruction."

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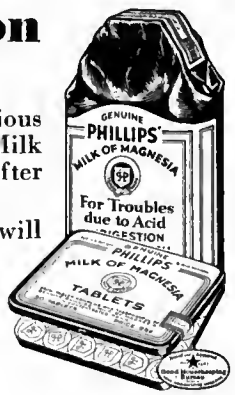


PHILLIPS' *MILK OF MAGNESIA*

Medical Fee Schedule for care of injured employes under the Workmen's Compensation Law has been worked out for the metropolitan area of New York and published by the New York State Department of Labor. (Price 15 cents.) It takes some fifteen pages of small print to list the various services and fees on the schedule, which was adopted after discussion with the State Medical Society.

Buyers Be Wise

THAT Americans again are buying appears in the rising index of consumer goods and especially of instalment buying. The National Retail Dry Goods Association reported recently that while total store sales rose 7 percent in 1935 over 1934, the gain in instalment sales was 35 percent.

Guides to Study—Wholly revised from a 1930 pamphlet on Household Purchasing, the American Home Economics Association offers Consumer Buying, Suggestions for Group Programs. There are sections and references on foods, textiles, cosmetics, and so on. (Price 25 cents of the Association, Mills Building, Washington, D. C.) . . . Less detailed, but also with bibliography, comes A Primer for Consumers, by Benson Y. Landis, associate secretary of the Department of Research and Education, Federal Council of Churches. (Published by the Association Press, 347 Madison Avenue, New York. Price 10 cents.) Dr. Landis is the author also of another new pamphlet, Christianity and the Cooperatives, published by the Council for Social Action of the Congregational and Christian Churches. (287 Fourth Avenue, New York. Price 10 cents.) In both cases there are discounts for quantity orders. . . . From the Extension Service of the College of Agriculture, University of Wisconsin, comes Stencil Circular 178, How Can the Buyer Get His Money's Worth, by R. K. Froker and M. P. Andersen. This and much other material in related fields is available free of charge in Wisconsin. . . . The Household Finance Corporation (919 North Michigan Avenue, Chicago) offers several

free pamphlets on family budgets, and another series of sixteen under the head of Better Buymanship, discussing in detail commodities purchased by families. The latter come two for 5 cents, with lowered rates on quantity orders. For the list, consult the Corporation.

Child Welfare

THE health of an approximate quarter million children in the care of institutions and agencies in this country, stands to benefit by a recent gift of $24,000 from the Commonwealth Fund to the Child Welfare League of America. According to C. C. Carstens, director, the money will finance a nation-wide four-year plan for improving medical programs of child-caring agencies and institutions, public and private. A field pediatrician will be maintained, who will organize and give systematic supervision to medical services, particularly for the League's member organizations. The League is now campaigning for funds to establish a wider field service to concentrate on developing local services for children and to rally public support.

Fiftieth—The Berkshire Industrial Farm at Canaan, N. Y. recently celebrated its fiftieth year of giving care and training to boys between eleven and fifteen years old who have shown "definite tendencies toward juvenile delinquency." The Farm has more than two thousand graduates.

Day Care—As an extension of its foster home service the New York Children's Aid Society is undertaking a six months experiment in foster day care for the children of employed parents who are able to maintain their homes but not to employ mothers' helpers. The new service places children by the day in supervised homes selected with an eye to the special needs and temperaments of the children placed in them. Not more than three children will be placed in any one home.

Charges are on a sliding scale ranging from 25 cents an hour for a child requiring special attention, to 60 cents a day when a responsible parking place is about all that is needed. The new service is supplementary to the visiting housekeeper service which the Society maintains in cooperation with the Junior League.

Another new development of the Society's work is a department of personal relationships, a preventive program based on study of each child in his own home background, which aims to "keep the normal child normal," rather than to cure him after he has become a problem child. Dr. Alexander R. Martin, psychiatrist at the Payne Whitney Psychiatric Clinic, New York Hospital, will direct the new department.

Informal—The Child Welfare Department, Florida Board of Social Welfare, has instituted an informal newsletter, aimed as a special vehicle to "get before organizations and agencies interested in child welfare . . . many things that more intimately concern the children's field." The first number draws from the Children's Bureau publication, ABC of Foster Family Care (Publication 216, U. S. Children's Bureau, Washington, D. C.) an outline of "what every child should have."

Law Abiding Toys—That free access to toys is conducive to juvenile habits opposed to delinquency is the unusual basis of an appeal for support by The Toyery Inc. of New York, which for the past three years has conducted a "lending library" of toys for children without playthings of their own. The appeal asks for "conscience money" from "lawbreakers who . . . have been guilty of driving through red lights or of some other minor infraction of the law." It is hoped that enough consciences will be stirred to permit six new toyeries to open. These toy exchanges, which have been operating for some time in Philadelphia, Baltimore and elsewhere, permit a child to keep a toy for a week, with special concessions when it comes to dolls.

Reorganization—The Division of Social Action of the Catholic Charities of New York, has undertaken an extensive reorganization of archdiocesan activities for youth. The direction of scattered agencies such as boys' and girls' clubs, will be brought together into a new organization, the Catholic Youth Association, which for administrative purposes will have four branches. Although the individual parish remains the field of activities the program as a whole, spiritual, cultural and recreational, will be directed from the branch centers which will act as a service organization, supplying trained personnel and other facilities. Its purpose is to counteract the subversive influences to which "the trying circumstances of these days" subject the mind of youth with "a sound, well-planned, constructive and appealing program of activities."

Child Study—The Educational Background of Migrant Boys, a study by George Outland, now at Yale University, has been reprinted from the *School Review* for November 1935. (From the author, Yale University, New Haven, Conn.) . . . A detailed "how to do it" on the use of simple parent education material in a settlement is Jean Schick Grossman's, The Story of a Child Study Group. (Price 25 cents from The Child Study Association of America, 221 West 57 Street, New York.) . . . What five years of depression has meant to underprivileged children in Pennsylvania was the subject of a study made by the Pennsylvania Committee on Child Care and Recovery, Isabel Carter, director, and published by the Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work, of which committee Miss Carter is assistant director of research. (Publication Number 11. Price 10 cents, direct from the Joint Committee, Room 900, 311 South Juniper Street, Philadelphia.)

Youth

TWELVE cooperative institutes, drawing students and prospective cooperative leaders from thirty states, will be held this summer by the various regional cooperative organizations. General and technical courses on consumers' cooperation will be offered. (Cooperative League, 167 West 12 Street, New York, for details.)

In Douglas County—Rural young people in Douglas County, Wisconsin have made a study of their own situation, and drawn up a list of their needs as they see them. (What Douglas County Youth Want. Extension Service of College of Agriculture, University of Wisconsin, Madison.) The questionnaire was filled out by 857 young people, sixteen to twenty-eight years old. The whole county, except the city of Superior, was covered. The survey covered residence, home and family, employment, recreation, education, organization. Their chief present needs, as the young people reported them, are: facilities for recreation; opportunity for wage earning; group leadership; more education, both in school and out.

Counseling Service — Under the plans for a county adult education program in Westchester County, N. Y., a vocational counseling service for young people over sixteen is to be developed. As a first step, a central information bureau is being organized from which data may be obtained about public and private day and night schools, trade schools and all educational, recreational and leisure time classes and clubs open to young people over sixteen and to adults. Alice E. Hinkley has been loaned by the Children's Association to help work out the new program.

Successful Probation — Society, found guilty of neglecting youth and put on probation after a trial before an au-

dience of 3500 in the East Orange, N. J. highschool a year ago, was last month exonerated because of improvement shown during the probationary year. Five charges were drawn up by twenty-seven community youth groups a year ago: that youth could not find employment; that it could not get adequate marriage information; that society permitted conditions making marriage impossible; that too few opportunities for making friends and for recreation were available; that society permitted such pitfalls for the young as obscene literature, saloons and gambling devices. At the dinner of the Council of Social Agencies, reports were given on police clean-up in the community, new recreational facilities, and the plan of a group of wealthy citizens to set up a bureau to dispense advice on marriage and homemaking. On the basis of these reports Judge Brennan held that society had tried to make up for its neglect of youth by organizing adult groups to help young persons. His verdict exonerated the community of the earlier charges.

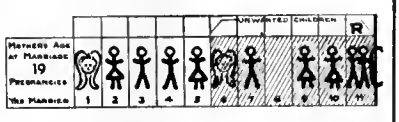
Record and Report—Planning the Future With Youth, edited by S. M. Keeny (Association Press, 347 Madison Avenue, New York; price 50 cents) includes discussions of six aspects of the youth problem, by as many writers. . . . The need for public forums as educational agencies in a democracy is eloquently stated by John W. Studebaker, U. S. Commissioner of Education, in Plain Talk, published by the National Home Library Foundation, Washington. (Price 25 cents.)

Maternal Health

"CASE work unassociated with marital consultation, guidance and sex hygiene is not enough," said Harry L. Lurie, executive director of the National Council of Jewish Federations and Welfare Funds at the Columbus meeting of the Ohio Welfare Conference. Mr. Lurie foresaw the future of the family societies as "centers for adult education in the important matters of family needs and family relationship," and advocated closer cooperation with maternal health and birth control clinics in their communities.

A Clinic Grows—How Cleveland's Maternal Health Association has developed through the past sixteen years is summarized in the admirably succinct report for the year ending March 31 last. Planned in 1920, the Association started service in 1928, at first accepting for contraceptive advice only married women with impaired health. During succeeding years service was extended, under Ohio and federal laws, to include married women in need of information for health, social and economic reasons. Also added were premarital consultation service, consultation service for men, marital adjustment service, lending library and research service. The aim is preservation of the health of mothers and children, especially to the end "that children shall be begotten only under conditions that make possible a heritage of mental and physical health."

Eugenic Outlook—Birth control has tended to act dysgenically rather than eugenically during the last fifty years, said Lord Horder, chief of medical service of St. Bartholomew's Hospital, London, in a recent address on The Eugenic Outlook in Preventive Medicine, made before the New York Academy of Medicine. It has failed to reach the people most in need of its use for social as well as personal reasons. "The only way to correct this fault of instruction . . . is to provide it through local authorities under medical supervision in properly organized clinics."



The case for birth control as it appears in the records of maternal health centers, has been depicted by the Pennsylvania Birth Control Federation in a series of graphs of which this is one. At the age of thirty the mother here "graphed" has had eleven pregnancies. She has nine living children under nine years of age. The father earns $17.50 a week. With the birth of the twins the family had to apply for "temporary" relief. The mother says that if any more babies come permanent relief must come too.

Federal Law—At its recent meeting in Colorado Springs the Young Women's Christian Association adopted unanimously a resolution in support of national legislation to place dissemination of birth control information under authorized medical direction. A memorial asking similar endorsement of pending federal bills was brought before the General Conference of the Methodist Episcopal Church at Columbus a few days later and referred to a committee for study. Such endorsement already has been given by Methodist conferences of California, Michigan, Wisconsin and New England, as well as many other local and national church and other groups. In Congress, however, the Copeland and Gassaway bills still lie in the Judiciary Committees of Senate and House. These identical bills would bring federal legislation in line with that already existing in more than forty states which permit physicians to prescribe birth control information to their patients. Despite this prevailing view of state legislation, federal law still makes it a penal offense to send contraceptive information or supplies by mail or common carrier, even when sent to physicians.

Professional

ON the professional "front," summer means studies as often as it means vacations; some even confuse the two. For those so minded, 1936 is bounteous. The *American Journal of Public Health* for May offers three and one half pages of summer courses in public health, mostly with a "social slant." Most of the regular social work schools offer summer courses. [See *The Survey*, May 1936, page 150 for New York School of Social Work summer offerings.] The Pennsylvania School of Social Work and Fordham College, in New York, are among the exceptions.

The summer quarter at the School of Social Service Administration, University of Chicago, is in two terms, June 22-July 24 and July 27-August 28. Summer courses are the same in character, method, credit and admission requirements as the other three quarters. Send applications and credentials in advance to Dean Edith Abbott at the School.

The 1936 summer session at Rome State School, under the New York State Department of Mental Hygiene will be held July 1-August 12. With the institution as its laboratory, the school offers advanced training to qualified persons with a background of psychological training and teaching or social work experience. (Information from Anna G. Briggs, State School, Rome, N. Y.)

The National Society for the Prevention of Blindness has announced that teacher training courses for sight-saving will be given in 1936 summer sessions at the Universities of Cincinnati and California (West Los Angeles, Calif.), the State Normal School of Oswego, N. Y., and Teachers College, Columbia University. (Information through the registrars of the respective schools.)

Prof. Ernest R. Groves will supervise a one week course on Teaching Marriage and the Family, July 6-10, at the University of North Carolina, Chapel Hill. Teachers, clergy, social workers and "other thoughtful folk" are invited. (Information from Professor Groves at the University.)

The Committee on Cultural Relations with Latin America (289 Fourth Avenue, New York) has announced the eleventh seminar in Mexico for July 9-

29 in Cuernavaca and Mexico City, with limited enrollment.

Experience—Fruit of rich experience is the new Settlement Primer, a Handbook for Neighborhood Workers, by Mary Kingsbury Simkhovitch, founder of Greenwich House, New York. This new edition of her manual of settlement procedure covers both practice and philosophy. (Price 50 cents from the National Federation of Settlements, Lillie M. Peck, secretary, 147 Avenue B., New York.)

The fundamental and often ignored business of making the office wheels go round is given a real overhauling in a new booklet by Ordway Tead, lecturer in personnel administration at Columbia University. (Creative Management. Association Press. Price 50 cents postpaid of The Survey.) Mr. Tead takes the whole works apart, analyzes them, and suggests how to rebuild.

People And Things

HONORS, this spring, have showered on workers in social service and the humanities, with the open season for honorary degrees still ahead. This month, as in three recent issues, *The Survey* devotes a half column to their mere listing.

The National Institute of Social Sciences this year gave one of four medals "for distinguished services rendered to humanity" to William Edwin Hall, president of the Boys' Clubs of America, Inc.

The 1935 American Hebrew Medal for the Promotion of Better Understanding Between Christian and Jew in America was presented to Roger Williams Straus, co-chairman of the National Conference of Jews and Christians.

The 1936 award of the Leslie Dana Gold Medal for "outstanding achievement in the prevention of blindness and the conservation of vision" was made to Dr. John M. Wheeler, director of the Eye Institute, Columbia-Presbyterian Medical Center, New York. The award is given annually by the National Society for the Prevention of Blindness and the St. Louis Society for the Blind.

Sarah Elkus, New York City's director of day classes in English and citizenship, recently was honored by friends and colleagues with a testimonial luncheon, recognizing the work which she began twenty-one years ago for the instruction of non-English speaking foreign women.

A Carl Schurz Memorial Scholarship for study in Germany this summer has been granted to Elizabeth Fackt, assistant professor of international relations at the University of Denver.

Publicitors — Olga Edith Gunkle, who directs publicity for the Denver Community Chest, is in the news herself for her recent marriage to V. L. Board of Denver. . . . Helen Kennedy Stevens has resigned from the Westchester County Children's Association where she was publicity director. She is at Barnard College as an Assistant to the Dean, assigned to work in the development of the Council of the Friends of Barnard. . . . Another "publicity turnover" is the resignation of Horace H. Hughes, whose title was administrative assistant with the New York State Charities Aid Association. He will direct educational work for the Maternity Center Association.

The Jewish Social Service Quarterly has appointed as managing editor, Moses W. Beckelman, headworker of Bronx House, New York, to succeed Solomon Bluhm. . . . The publicity director for the National Conference of Jewish Social Service is Saul Carson, who performs that service also for the Brooklyn, N. Y. Federation of Jewish Charities. . . . The National Council of Jewish Women has appointed Julietta B. Kahn as director of membership and publicity.

Meetings—The National Conference of Catholic Charities will meet in Seattle, Wash., August 2-5. . . . The initial session of the World Jewish Congress is now called for early August in Geneva, Switzerland. As this reaches you, American delegates are being elected at a preliminary meeting in Washington.

The 1936 California State Conference of Social Work, with a registration of 1950—the largest in its history—elected as president Martha A. Chickering, University of California lecturer on social economics. The 1937 meeting will be held at San Jose.

Original—The new president of the board of visitors of Letchworth Village, Franklin B. Kirkbride, was a member of the original commission which selected the site of the Village, a member of the original board of managers appointed in 1909, and has served as secretary since that time.

Health—Succeeding Col. Theodore Roosevelt, recently resigned from the presidency of the National Health Council, is Dr. Donald B. Armstrong, third vice-president of the Metropolitain Life Insurance Company. . . . Francia Baird Crocker, R. N., has been appointed associate for nursing activities with the National Society for the Prevention of Blindness. She succeeds Mary Emma Smith, R. N., now directing public health nursing for the New Mexico Bureau of Public Health.

As successor to Dr. Thomas Parran, Jr., who recently left the post of New York State Health Commissioner to become U. S. Surgeon General, Governor Lehman has appointed Dr. Edward S. Godfrey, Jr. who has been with the New York State Department of Health since 1917, for the past two years as assistant commissioner.

The U. S. Children's Bureau has appointed Naomi Deutsch, R.N., from the University of California, as director of public health nursing activities. . . . Dr. Doris A. Murray, of Rochester, N. Y. will be an eastern representative and Edith Rockwood of Minnesota an associate in child welfare. Dr. Sara Dietrich, from the New York State Department of Health will represent the Bureau in a group of states in connection with the Social Security program.

Tracy W. McGregor

TRACY W. McGREGOR, who died May 7, left as deep an imprint on the humanitarian life of Detroit as anyone who ever lived there. In the early nineties, he abandoned a collegiate course at Oberlin to take over a rescue mission established in Detroit by his recently deceased father. Under his guidance, the McGregor Mission grew until it became one of the largest and most intelligently managed institutions for homeless men in the country.

His gentle personality was persuasive and in due time it became the dominant center around which much of expanding Detroit's philanthropic life revolved. One of his unique contributions was the Thursday group. He created a little informal club of a handful of Detroit's most vigorous young men of wealth and influence who met with him every Thursday for lunch. Working behind the scenes without publicity, McGregor's Thursday Group fostered many of the better things that came into Detroit's communal life.

He fathered personally the Council of Social Agencies; the Patriotic Fund, now the Community Fund; the Citizens League; and the Provident Loan Society. At one time or another he was president of most of these. His concern for homeless men drew him into various activities in their behalf, notably as a member of the National Committee on Care of Transient and Homeless. He was also a director of the National Probation Association.

Together with his wife, Katherine Whitney, he made many important but unostentatious gifts to Detroit. Only two, the McGregor Library, and the McGregor Fund, were permitted to bear his name.

Tracy McGregor combined in one person the qualities of saint, scholar, philosopher, and man of affairs. He was a genius in good works.—W. J. N.

Book Reviews

Antidote for Hearsay

BEWILDERED PATIENT, by Marian Staats Newcomer, M.D. Hale, Cushman and Flint. 323 pp. Price $1.75 postpaid of *The Survey*.

AS Dr. Newcomer has found through years of medical counseling in private homes and semi-private clinics, even intelligent people have pet superstitions about health and disease.

Incorrect beliefs and misunderstandings offer real problems to doctors who are far too busy for individual discussions with patients. They also present real problems to thousands of bewildered patients who attempt to fit half truths and hearsay in with the doctor's program.

Dr. Newcomer accepts the fact that everyone wants good health and proceeds to tell in chatty style what scientists have done and are now doing to make available the maximum amount of health a given individual may have. That there are definite health limits for some individuals is recognized.

Resistance to disease is described, the role that food plays in the maintenance of health and life is discussed, and the mysteries of mind and of creation are beautifully touched upon.

The doctor then turns to look understandingly at other doctors and to tell readers how to choose a physician, how to cooperate with him, why health check-ups are important, what the average family may expect medical costs to be and how to avoid high medical fees by keeping in good condition, by meeting health emergencies promptly and correctly, by giving intelligent home care to the sick and by knowing the truth about health and illness instead of entertaining fads and fancies.

So interestingly is all this told that the reader reads on for enjoyment without realizing that he is being educated as well.

New York BEULAH FRANCE, R. N.

Back of Mob Violence

THE BLACK PATCH WAR, by John G. Miller. University of North Carolina Press. 87 pp. Price $4 postpaid of *The Survey*.

A KENTUCKY lawyer who took part in the legal battle for U. S. court action which finally ended years of night-rider terrorism in the Kentucky black tobacco belt, here tells a first-hand story of what is not inappropriately called the Black Patch War. This is not merely a belated exposé of a characteristic phase of mob terrorism over an almost forgotten labor feud. It is a first-hand analysis of the conditions out of which grows characteristic American mass defiance of public law and order. It generalizes the study of conditions familiar in the lynching of Negroes and in the recent terrorizing and expulsion of southern sharecroppers, opposed for organizing to remedy their intolerable condition. Mr. Miller finds no remedy in the machinery of local government, county, municipal or state, when paralyzed by inflamed public opinion and mob intimidation. He suggests that the authority of the federal courts alone suffices as a remedy, and tells how clever manipulation of the issues into the jurisdiction of the federal court was alone responsible for the termination of the Black Patch War.

Howard University ALAIN LOCKE
Washington, D. C.

Team Work

PORTRAIT OF A LIBRARY, by Margery Closey Quigley and William Elder Marcus. Appleton-Century. 190 pp. Price $2 postpaid of *The Survey*.

IT is the rare social worker who realizes that the public library probably reaches more human beings in a community than any other social agency. How an active small library operates, the long-range view it may take of its work, and the business-like, yet human, administration which it may demand of itself, is vividly depicted in this study of the public library in Montclair, N. J., made by the librarian and the president of the board of trustees.

One of the most valued relationships which this library has is with the Council of Social Agencies. "No other single connection," comment the authors, "not excepting the relationship with the public schools, enriches the work of the library as much as does [its] membership in the Council."

On the one side the library is recognized by the Council as furnishing certain wholesome leisure time services and an informal type of adult education which social agencies value, and is definitely regarded as the central source of book supply and available statistical information for member agencies.

On the library's side, membership in the Council brings first-hand knowledge of social work in the community, knowledge of local problems acquired through participation in studies and discussion, new audiences for the library's aims, and cooperation in emergency work growing out of the depression.

One section of this "portrait" compares, item by item, the recommendations made by an outside surveyor in 1926 and the way those recommendations have been followed. Measures taken to insure the health of the staff should be of wide interest not only to librarians and library trustees but to other professional employers.

BEATRICE SAWYER ROSSELL
American Library Association

By-Product of Living

MORE ZEST FOR LIFE, by Donald A. Laird, Ph.D. Whittlesey House. 327 pp. Price $2.50 postpaid of *The Survey*.

IN a popular, journalistic, anecdotal style, Mr. Laird offers to victims of tedium vitae ample data to facilitate an escape from it, provided they can establish personal values sufficient to accept the fact that life, alas, consists of repetitions. He offers various programs for the development of the zest that comes from within to advance one cheerfully along the highway of life with the development of the mental poise and emotional wholesomeness that grants happiness as a by-product of living. There is an overstress upon the natural cycles of elation and depression, but this, perhaps, is offset by the fact that the author does not make a fetish of education and recognizes that being one's self has different meanings at different ages. IRA S. WILE, M.D.
New York City

Fact and Philosophy

PROSTITUTION IN THE MODERN WORLD, by Gladys M. Hall, M.A. Emerson Books. 200 pp. Price $2 postpaid of *The Survey*.

TO those already aware of the difficulties inherent in any attempt to reduce the individual and social wreckage caused by sexual promiscuity Miss Hall's book will be welcome as a useful and stimulating study of a field too frequently neglected by the social worker. To those not hitherto interested in the subject of commercial and clandestine prostitution, this timely and readable presentation will prove a liberal education.

For twenty-three years, Prostitution in Europe, by Abraham Flexner has been the sole source book for those desiring information as to the pros and cons of regulation and medical inspection. Although this useful research is to be found on the shelves of most libraries and has been translated into several foreign languages, there is evidence that its scientific findings are unknown to many leaders of community thought and action.

With a background of twelve years experience in social work, and a vivid interest in the subject, Miss Hall has added to research concerning prostitution in her native country, England, study of the subject in other countries, including the United States. No authentic source of information seems to have

been neglected. In a volume of only 208 pages, the kaleidoscopic character of the subject is adequately presented, covering: the nature of prostitution, its practice and present extent, the relative ages of women and girls engaging in professional and clandestine promiscuity, causes of promiscuity, the male partner, artificial stimulation of the demand for prostitution, international aspects, social results, laws relating to prostitution, present trends in marriage and morals.

Out of all this Miss Hall has developed a constructive philosophy which should be of special value at a time when many thoughtful young people are desiring aid in the understanding of sexual values, and the conduct of life when postponement of marriage is necessary.

The one jarring note in the volume is the prominence given by the publisher, in a foreword, to the recommendations of Judge Anna M. Kross of New York City, with reference to procedure in dealing with prostitutes. No adequate support of these recommendations has, as yet, been given by those best qualified to determine their practicability.

VALERIA H. PARKER, M.D.
New York

"Cynical Withal"

CONCERNING GOVERNMENT BENEFITS, by Jacob Baker. Vanguard. 120 pp. Price $1.50 postpaid of *The Survey*.

THIS little volume from an experienced dispenser of government benefits (Assistant Administrator, FERA, CWA, WPA), contains a deal of wit and wisdom. It bears the marks of hurry, but what else would you have from one who, during its preparation, was handing out sustenance to one sixth of the population of the United States? It is to be said, however, that it is cynical withal. The author thinks mankind is readily satisfied, that a full belly stops daydreaming that may be dangerous to the stability of society. The provider of bread and circuses, in his view, is adequate protection against the radical; at any rate, Mr. Baker suggests techniques to make him adequate.

Maybe the book is better than this. A government, Mr. Baker says, should be a service organization. "Its existence is only justified as long as it satisfies the increasing demand of its citizens." His conclusion is that "grants should be so planned that the great mass of the population, and especially the great masses most in need of them, shall receive benefits." Mr. Baker thinks that "the mass of people who join in revolutions" do so "not to gain something new which may be good, but to regain something old which they have lost." Here is where the social workers come in, for they are "a great help to any existing order, in that they can keep the individual hope personal and subjective and, therefore, avoid the danger of collective formulated dreams. Intelligent social workers, given more time and less money, can case work any militant group into adjusted individualized clients."

BROADUS MITCHELL
Johns Hopkins University
Baltimore

The Way to Discipline

RETURN TO RELIGION, by Henry C. Link, Ph.D. Macmillan. 181 pp. Price $1.75 postpaid of *The Survey*.

WHEN an eminent psychologist, after a life of cheerful agnosticism, "returns to religion" on the cover, at least, of a 181 page book, comment is called for; but by whom?

There is so little about religion in this volume, beyond Dr. Link's reasons for going to church—which seem to me completely poisonous—and the scriptural texts which begin the various chapters, that a jury of experts in several fields should pass judgment. I might suggest Carlton Washburn to discuss the author's theories of education, Dr. Harvey A. Carr to review his psychology, and John Dewey to comment on his notions of liberalism.

For the average reader, it all boils down to this: We think too much, and do too little. We should spank our children, and send them to Sunday school because they will probably hate it, and they need to be made to do things that they hate. Modern education is a failure in so far as it fails to emphasize discipline and the stiff competition which is the law of life. Liberals are fuzzy-minded, covetous egotists. The CCC camps are the only valuable by-products of the depression. We must "subordinate intellectual arrogance to the discipline of the unselfish life," and going to church is an excellent way to do it.

HELEN CODY BAKER
Council of Social Agencies
Chicago

Success Stories

YOUTH'S WORK IN THE NEW WORLD, by Otto T. Nall. Association Press. 216 pp. Price $1.75 postpaid of *The Survey*.

IN the same spirit that has characterized other attempts to help youth make the world a better place to live in, this book is a guidepost for the young people who have become bewildered and are frankly frightened by the tremendous task of making the necessary adjustments to coming of age. It introduces to the reader twenty-seven outstanding personalities in American life who apparently have found their place in the world and who have answered Mr. Nall's questions in order to help youth find its place. Mr. Nall is worried about the fact that some five million of the twenty million young people between sixteen and twenty-five are out of work and out of school, and he believes that it will be helpful to them to meet, by means of these interviews, people who have made good, and to listen to the "reading of the signs of the times." He adds that "not one of the leaders who speak in this book considers his work only as a means of earning a livelihood."

One of the great needs of youth today is guidance toward fields where an opportunity to work may be expected. Each of the leaders interviewed by Mr. Nall tells what can be expected from his field. This no doubt is a contribution to the adjustment of today's young generation. But of greater significance is the implication of the vast need for occupational guidance, and the suggestion to young people, confused about their future, of interviews with the leading men in the professions which they are interested in entering.

THOMAS FAIR NEBLETT
The National Student Federation
New York

Behind Sociology

TYLOR, by R. R. Marett. Wiley. 220 pp. Price $1.75 postpaid of *The Survey*.
PARETO, by Franz Borkenau. Wiley. 219 pp. Price $1.75 postpaid of *The Survey*.

THE publisher has made an excellent, if un-American, beginning for his series on modern sociologists with two worthies strangely yoked together. In both cases he has given us the best exposition available on the respective subjects.

Tylor, "plain man of genius," emerges from the examination of his friend and disciple glorified, belonging to the ages. He was, perhaps, a bit too inclined to accept the liberalism of his age uncritically, and to make his scientific theories serve as justification for it. His psychology is not very profound, but modern English, American, and French anthropology owes him a great debt. Animism we owe him, and culture, and a balanced, careful treatment of a field full of pitfalls for the unwary. If he was extreme in his conviction that the savage was no fool, Pareto's vehement insistence that all men are fools will serve as an invaluable corrective.

The furore for Pareto fostered by his amateur "discoverers" has simmered down, and is now being countered by the hammer and tongs attack of the social science academicians who protest that they knew it all before and that it isn't true anyway. Borkenau is fairer than most, for he explains Pareto before deriding him. He can be recom-

mended to those who are affrighted by the four tomes of The Mind and Society. However, he rides his hobby of Pareto, the disillusioned liberal, too hard and his bitter criticism leaves us still clinging to the "myth" that Pareto said something with his million words. For does Pareto not inevitably come to mind as you listen to your radio, read your newspaper or as you turn the pages of Marett on Tylor? In spite of his learned ignorance, his garrulity, his disillusionment, Pareto helps us to grope our way through this mysterious universe.

W. Rex Crawford
University of Pennsylvania

A Matter of Understanding

THE PSYCHOLOGY OF DEALING WITH PEOPLE, by Wendell White, Ph.D. Macmillan. 256 pp. Price $2.50 postpaid of *The Survey*.

EXEMPLIFIED by Mr. White's book is the new trend in psychology, which transfers mental hygiene from the peculiar province of the psychiatrist to a level where the layman can find for himself the way out of his problems. This trend represents one of the great advances in recent years in the value of mental hygiene to the individual and to the community. The newer books such as this one are distinctly opposed to Freud's earlier thesis: that the trouble of each individual lay in the unconscious and could be unearthed only by psychiatric technique. Mr. White, on the contrary, develops the conception that, by an understanding of human nature in general, its tendencies, aims and emotional reactions, the individual can find for himself the solution of his own problem. So, very explicitly, he puts a tool in the hand of every reader. In basing his book upon the individual necessity of a sense of personal worth, Mr. White has gone to the foundation of each individual's mental problem. The chapters on Preventing Wrongdoing and Preventing Peculiar Behavior are especially valuable in giving the reader an insight into his own mental mechanisms and those of other people. The chapter on Day Dreaming shows clearly both the good and the bad results that follow this habit and enables the reader to see his own type of daydreaming. The point that even children should find their satisfactions from actual life situations, instead of from day dreams, shows the penetration of mental hygiene concepts into everyday life and the possible practical changes that may come in ordinary living from such a reconstruction of habits and ideals. This new interpretation of mental health, by throwing light on our relationships with people and giving us a sounder understanding of motivation, eventually will alter both work and play patterns.

Mr. White's book is especially valuable in its illustrations, its definite quotations and the clearness and simplicity of its text.

Gulielma F. Alsop, M.D.
Barnard College

The Social Inventory

HANDBOOK ON SOCIAL WORK ENGINEERING: An Outline, by Artbur Alden Guild and June Purcell Guild. Foreword by Allen T. Burns. Whittet and Shepperson. Distributed by Council of Social Agencies, Richmond, Va. Price $1.50 postpaid of *The Survey*.

TO the literature of their chosen profession Mr. and Mrs. Guild have added this book, extraordinarily valuable for everyone who wants to know more about his community's social problems and ways of meeting them.

The handbook focuses on the idea of a social inventory, discussing among other subjects: general information that should be secured as a basis for social planning; information that should be gathered on specific social work problems; the organization of a sponsoring social inventory committee; making the social inventory and tabulating by school districts; analyzing and interpreting a social inventory for social action; organizing a program to attack the problems of a community; suggestions on social planning and money raising.

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CITY PLANNING-HOUSING, by Werner Hegemann.* Architectural Book Publishing Co., Inc. 257 pp. Price $3.75 postpaid of *The Survey*.

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**Mr. Hegemann died suddenly on April 19, shortly after the publication of this book.*

power to condemn and fix land values for public use independent of any considerations of the speculative devices which our present day constitutional lawyers have succeeded in bringing into the situation.

If this book has accomplished nothing beyond establishing the essential factors which made George Washington and Thomas Jefferson community builders of the highest order it would already have achieved a task that has long needed doing. It is a strange paradox that this task had to await the service of a German scholar in exile. But the book does not end with this contribution to the historic basis of planning and housing. It carries the investigation clear to our present struggle to develop and make permanent a national program of housing—city, regional and national planning. It is woven into a fine and compact texture upon which the pattern of the legal, social and economic struggle for better homes and better communities is traced. The planner or housing worker who overlooks this book will lose an opportunity to revise many of his methods of attack upon the entrenched enemies of better living conditions for the millions of our urban dwellers.

New York CAROL ARONOVICI

Judicial Differences

LAWLESS JUDGES, by Louis P. Goldberg and Eleanore Levenson. Rand School Press. 303 pp. Price $2.50 postpaid of *The Survey*.

THE purpose of this book is evidently to show that many of the judges in this country are "lawless," or in other words, do not obey the law. The authors compare judicial opinions in different cases to show that they conflict —thus presumably proving that judges are lawless.

They cite, for example, Mr. Justice Holmes' opinion in the Schenck case to prove that the Court does not follow the Constitution in regard to "free speech," because another opinion by another judge in another case does not make the same distinction between freedom of speech in war and peace—quite forgetting that there may have been a different factual situation.

The title has excited comment, but in my opinion the book does not deserve the attention it has received. Indeed this attack on the judges seems not only unconvincing—but confused, perhaps even childish.

When the authors try to say that the judges have not properly interpreted the law, do they mean that Congress has not clearly defined what the law forbids or permits? Or do they mean that economic bias is inevitable under the present system? In either circumstance, why blame the judges?

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Conference will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

?
Is your organization listed in the Survey's Directory of Social Agencies ?
If not—
why not?

The authors' plan is to deprive the judges of the power to declare laws unconstitutional—seeming to feel that this would bring practice closer to the principles of democracy. Their argument is not convincing.

New York SUSAN BRANDEIS

Run of the Shelves

FEELING BETTER? By Cornelia R. Trowbridge. Dodd, Mead. 250 pp. Price $2 postpaid of *The Survey*.

BOTH the text and the entertaining drawings by Kurt Weise are so attractive that one almost wants to be a convalescent in order to try out the prescriptions for fun and occupation it offers to the bedridden. It is not only interesting but practical.

THE RAPE OF AFRICA, by Lamar Middleton. Smith and Haas. 331 pp. Price $3 postpaid of *The Survey*.

A RACY story of how commercial imperialism land-grabbed nine tenths of the African continent and played with its 140 million natives as pawns in the international colonial game in the last sixty years. Told too flippantly for full historic exactness, but with just enough journalistic sauce to make the layman realize the basic tragedy and indictment of Africa's case against European imperialism, down to the last iniquity of Italy and Ethiopia.

FREEDOM IN THE MODERN WORLD, by Jacques Maritain. Scribner. 223 pp. Price $2 postpaid of *The Survey*.

THIS volume seeks to outline a solid Roman Catholic philosophy of freedom, interpreting it as a good orthodox Catholicism always must—from the point of view of ultimate total obedience to Mother Church. One is free to be obedient; political freedom must be worked out from that base.

Readers Write

What Is a Crippled Child?

To the Editor: The article by Mary Ross, Every Man's Chance [see *Survey Graphic,* April 1936, page 223] vividly depicts the part that chronic diseases play in causing suffering and need in middle life. The effects of chronic disease in childhood are less well known and are far more extensive than is generally believed. The child handicapped by an internal condition that does not attract notice receives little or no attention unless he becomes acutely ill, and then only until the acute episode is past.

At a recent meeting of the Committee on Chronic Illness of the Welfare Council of New York City, it was agreed to endeavor to obtain the support of the social and health agencies of the city in urging a more inclusive use of the word "crippled" on the part of city, state, and federal officials concerned with public services for crippled children.

Appropriations for handicapped children by the State of New York, under the Domestic Relations Court Act, so far have been only for children with orthopedic conditions, although the Act gives an extremely wide latitude in its interpretation of the phrase "physically handicapped child," as "a person under twenty-one years of age who by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury or disease, is or may be expected to be totally or partly incapacitated for education or for remunerative occupation, but shall not include the deaf and blind." It is to be noted that the federal government in appropriating funds for crippled children under the Social Security Act employs no qualifying adjective to explain what is meant by a crippled child.

In preparation for the Committee's program of drawing attention to the needs of these forgotten children with invisible handicaps, who are as truly crippled in the exact dictionary meaning of the word as the orthopedic cripples, I sent letters to the health officers of twenty states, in an effort to discover their legal or official definitions of the terms "crippled" and "physically handicapped." From the replies, it is found that Colorado, Georgia, and Louisiana have no legal definition of the term or stated policy as to its interpretation. Ohio, Kentucky, Virginia, and Vermont have no legal definition, but the policy in these states is to define the term with reference to orthopedic and neuromuscular conditions exclusively. Wisconsin has a legal definition restricted to children eligible for admission to the Wisconsin Orthopedic Hospital for Children.

In allowing for a wider interpretation of the word, Iowa, California, Illinois, and Maine evince an aroused awareness of serious needs too often inadequately met, through failure to recognize that they exist. Iowa proposes to adopt, in connection with the Social Security Act, a very broad definition of the word "crippled" to include, in addition to orthopedic cases, juvenile types of diabetes, cardiacs, and conditions that lead to crippling.

California defines the "crippled child" as "one who by reason of congenital or acquired defects, or deformities, disease or injury is deficient in the use of his body or limbs." In Illinois it is specifically stated that among physically handicapped children shall be numbered those suffering from visual defects, as well as the blind; the deaf and hard of hearing; the cardiac; the tuberculous; and those suffering from venereal disease. In Maine, the Bureau of Health, determining the number of crippled children in need of care, includes cardiac and other than orthopedic conditions.

A policy that gives relief to children with comparatively minor orthopedic conditions and withholds it from children with other types of physical handicaps that are likely to result in serious disability should be subjected to very careful scrutiny. Mary C. Jarrett

Secretary, Committee on Chronic Illness
Welfare Council of New York City

"On Every Town's Doorstep"

To the Editor: At his press conference on May 8 President Roosevelt commented on some of the phases of the current transient problems, speaking particularly of state border patrols. According to the Associated Press, "He said a lot of people, regardless of politics, were giving thorough study to this question, which he described as an entirely new one for this country."

The June *Survey Graphic,* particularly the article, On Every Town's Doorstep, by Ruth A. Lerrigo, is another evidence of the ever-widening and increasing interest in the many phases of the transient problem. We hope that this may be a part of the material available to the President as he studies this problem further and we also hope that it will serve to interest the wide range of *Survey Graphic* readers in the problem. Miss Lerrigo has humanized the transient problem; given it a setting in our social and economic picture; and has pointed out interest and action throughout the country. This major contribution to current discussion on the transient problem is of inestimable value. MacEnnis Moore

Committee on Care of Transient
and Homeless, New York

Citizens Protest

To the Editor: The day after the State Senate Judiciary Committee secretly voted not to report out the Child Labor Amendment, many eminent citizens of New York joined in issuing a statement of protest. Inasmuch as the morning papers followed their usual custom of virtually ignoring pro-Amendment news, *The Survey* may wish to let its readers know the response evoked by the high-handed action of the Senate Committee.

Gertrude Folks Zimand

Associate General Secretary
National Child Labor Committee
New York

Among the protests were:

Charles C. Burlingham, *chairman, Non-Partisan Committee for Ratification of the Federal Child Labor Amendment*—Strong public sentiment for the Child Labor Amendment was revealed at the public hearing held in Albany. The refusal of the Senate Judiciary Committee to permit the Senate body to vote upon a measure in which such great public interest has been shown, is an infringement upon representative government. For the secrecy of the vote there is but one term to apply—cowardice.

Rev. Harry Emerson Fosdick, *Riverside Church*—I am profoundly disappointed at the action on the Child Labor Amendment. That the campaign of misrepresentation carried on by special interest should have been successful seems to me to be a major tragedy. Nevertheless the story is not over for it is not conceivable that this state will permanently count itself on the side of the exploiters of children.

Frank P. Walsh, *chairman, Catholic Citizens' Committee for Ratification of the Federal Child Labor Amendment*—I was shocked and disappointed at the action of the senate committee. This should only cause renewal of pledges for a ceaseless battle until the child labor infamy is ended. You may pledge me for continued effort until this accomplishment becomes a reality.

JUL 10 1936
THEOLOGICAL SEMINARY

THE SURVEY

JULY 1936 MONTHLY VOL. LXXII NO. 7

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SO THEY SAY

I wonder if anybody remembers the depression.—*Edward A. Filene, Boston.*

We are all inclined to judge ourselves by our ideals; others, by their acts.—*Harold Nicholson, English author.*

Sound relief administration can seldom be spectacular.—*Willard E. Solenberger, Pennsylvania State Relief Administration.*

The oldest form of social investigation is observation.—*Bruno Lasker, American Council, Institute of Pacific Relations.*

Social workers are a large group of people with a high statistical incidence of decency.—*Dr. Frankwood E. Williams, New York.*

One thing that worries me is why prisons take so much reforming.—*Sanford Bates, director U.S. Bureau of Prisons, to The Osborne Association.*

Political progress can come only through the slow movement of the moderate groups, often indeed helpfully goaded on by the extremes.—*Alvin Johnson, New School for Social Research.*

On the whole it is probably true that the schoolroom, all things considered, maintains a calmer, less provoking atmosphere than does the home.—*Barbara Biber, nursery school psychologist.*

In a democratic social order, plans devised without reference to the means available for their realization have little significance, except as an avocation for intellectuals.—*John P. Ferris in Plan Age.*

The old desire to achieve, to improve the world, seizes the ardent youth of today with a stern command to bring about better social conditions.—*Jane Addams, in The Spirit of Youth in the City Streets (1909).*

I believe that the men should say how many children and the women should say when. After all the fathers have to support the children.—*Margaret Sanger, National Committee on Federal Legislation for Birth Control.*

Our religion lacks reality today because we have not earned it ourselves. We have inherited our churches and our creeds without entering into those experiences which created them.—*Rev. Ralph W. Sockman, Christ Church, New York.*

There is grim irony in speaking of the freedom of contract of those who, because of their economic necessities, give their service for less than is needful to keep body and soul together.—*Justice Stone, dissenting, in the Minimum Wage decision.*

I do not believe that any nimble television apparatus, any series of phonograph records, any ingenious gadget whereby you can carry the entire works of Balzac in your cigarette case, will ever take the place of books, just as we know them.—*Sinclair Lewis.*

No ethics are sound simply because they are successful in the economic sphere. A system which offers continuing opportunities for injustice accumulates the conditions of its own breakdown.—*Msgr. Robert F. Keegan, New York, to National Conference of Social Work.*

More and more it becomes clear that we must graduate from community cooperation, being nice to one another, and enter upon that more mature state of professional growth and behavior which we call community organization.—*Charles E. Hendry, George William College, Chicago.*

I am firmly of the opinion, from the experience I have had in five years of relief, that handing out a basket of groceries day by day to people whose need is due entirely to economic factors, is the most wasteful way of spending funds, the most outrageous way of treating the unemployed that I know of.—*Harry L. Hopkins, WPA.*

New York State Department of Correction

Osborne Association, New York

Three ways out of many to keep prisoners busy at work that is useful as well as physically beneficial: left, prison farm (Clinton); above, broom and brush shop (District of Columbia Reformatory); below, a California prison camp

Prison Association of New York

THE SURVEY

JULY 1936

VOL. LXXII NO. 7

Prisoners Must Work

By RUTH A. LERRIGO

"LET us go all the way or none," said the committee appointed two years ago by President Roosevelt to study the critical problem of prison industries, forced into the open by general depression conditions. What "all the way" means is now coming clear in the first studies and reports, state by state, of the Prison Industries Reorganization Administration, outgrowth of that first committee. It means that prison industries are not a thing apart, a "frill" of prison administration, but are at the very core of the whole theory of crime and punishment, part and parcel of the penal system.

For, sooner or later, nearly all prisoners come back. Direct from prison to you, sixty to seventy thousand men each year, discharged from America's state and federal prisons, troop back into her communities, to act and feel much as their months or years "in stir" have made them act and feel. Of all prisoners committed by the courts only a negligible few (under 2 percent in recent years) receive life—or death—sentence. The rest return, eventually, to freedom; to sit by you in trolleys, busses, trains and movies; to join in the quest for jobs, or to find other means of subsistence; to meet again the old temptations while trying to find a niche in a world from which they have been barred for countless days and dragging years.

The story of how those months have been spent is a vital one; vital not for sentimental reasons but to the need for short-circuiting live currents of crime and to the hard economy of treating prison populations with a thought to the future.

"Catch 'em; slam 'em in prison and forget 'em" may be good adventure-story tactics, but the increase of G-men and steel cells to keep pace with the increase of criminals can become a costly business. Rebuilding men in prison, giving them a vocation with a chance of an honest living, safeguarding their discharge with real parole supervision, though unromantic and slow, are the methods calculated to subtract, not multiply crime. And these are the methods that the Prison Industries Reorganization Administration, and its board, appointed by the President in September 1935, is advocating in the course of its attack on the problems involved in unemployment and idleness in state prisons.

Always a counsel of despair—save in an occasional enlightened spot—the problem of how prisoners spend their time has been sharpened of late years by steadily increasing idleness, due to shrinking outlets for prison-made goods. [See *The Survey*, April 1935, page 99.] Elements in the difficulty include the many-sided, depression-intensified struggle for markets in industries such as the cotton garment trade, where prison-made goods naturally compete; the protests of free labor against prisoner competition; the shocking overcrowding of penal institutions increased by building economies in tax-collected state budgets; and finally the effectual shutting-off of prison goods from nearly all markets by the Hawes-Cooper law—a measure now sanctified as constitutional by the Supreme Court. The corroding results are manifest in increasing prison idleness, in riots and disorders in American prisons, and in paroles violated by embittered men who, entirely unprepared, are returned to free living. From all of these tangled strands, PIRA faces the task of evolving an orderly pattern for its basic attack on prison idleness.

IN the words of Joseph N. Ulman, chairman of the Prison Industries Reorganization Administration and its board and judge of the Supreme Bench of Baltimore:

> Advocates of the older, harsh and repressive treatment of prisoners demand that men sentenced to a term of years at "hard labor" ought to be compelled to work in prison. They condemn prison officials who permit prisoners to twiddle their thumbs while the state pays for their board and lodging. On the other hand, those who look on imprisonment as part of a rounded plan to reduce crime, are equally insistent that prisoners should work, because these critics recognize that the inculcation of habits of industry is the most effective way in

which prisons rehabilitate prisoners. Prison wardens, whatever their philosophy, are loudest of all in demanding that the men who overcrowd their prisons shall be put to work. They say, and nobody can doubt they are right, that a prison full of idle men is a menace; that discipline and idleness cannot exist side by side; that every prison filled with idle men is the lurking place of incipient riot and bloodshed.

In spite of this, during the past year idleness in prisons has increased by leaps and bounds. . . . Every prison in the country has its hundreds or its thousands of idle men, milling about, plotting mischief, deteriorating mentally and physically . . . nearly all of them to go back into free society worse men, more dangerous men, than they were before they were locked up.

Why this increase in prison idleness? . . . Those elements in the community which are, or fancy they are, injured by the competition of prison-made goods have succeeded on several fronts in their long-drawn-out campaign. . . . The Hawes-Cooper law has become effective. . . . Congress has enacted the Sumners-Ashurst law throwing still further obstacles in the way of marketing prison-made goods. Numbers of states have enacted restrictive legislation of one kind or another. As a result, in state after state, the system under which prisoners have been employed in the past has broken down.

Three years ago prison-made goods flooded the market in certain lines of industry. Today the flood has been turned back, and the prisons themselves are engulfed in a tidal wave of idleness that bids fair to wreck them.

This situation was foreshadowed in 1934, when a bitter controversy raged between the cotton garment industry and the Prison Labor Authority of the NRA. President Roosevelt saw its implications and in September 1934 appointed the original committee to study and report on the vexed problem of prison labor and its markets. His selection of the members of the committee, and of the Prison Industries Reorganization Board which followed it, was the keystone of whatever accomplishment follows. On that first committee were three men whose combined vision reached real altitude: Judge Ulman; Frank Tannenbaum, economist, author, biographer of "Osborne of Sing Sing"; and W. Jett Lauck, economist and authority on industrial problems.

"This thing cannot even be dented by surface attacks," they said. "Let us go all the way or none."

"It appeared that irresistible forces were opposed to immovable obstacles, that we should have to throw up our hands and report that we saw no way out of the mess," the committee said, in transmitting its report. Nonetheless, it "respectfully submitted" a document which was destined to catch the imagination of all who read it, to stimulate opposition and enthusiasm from friend and opponent, to vault a breath-taking series of hazards and finally to result in the Prison Industries Reorganization Administration—with future boundaries unknown.

The appointment of Judge Ulman as chairman of the original committee, as well as of the PIRA, tapped the full strength of a life-long interest.

"You see, this is my form of golf," was Judge Ulman's easy way of telling this writer that prison reform, as the root remedy for many fundamental ills, has been his long and urgent concern. Author of the book, A Judge Takes The Stand, and of magazine articles, for years he was president of the Maryland Prisoners' Aid Association. He has been active in the development of a probation system for Baltimore, and in numerous nation-wide organizations for penal reform and for rational treatment of prisoners.

Under his continuing chairmanship, the plans which originated in that first committee have been as hardy as the traditional cat with nine lives. The ambitions of the committee faced death before birth when, in November 1934, the National Industrial Recovery Board threatened to limit its considerations to the narrow question of competition between the cotton garment industry and prison labor. This was overruled, but with the evolution of NRA policies the report seemed to die and nothing more was heard of it till May 25, 1935. Donald Richberg, then chairman of the NIRB, approved the report at 10:30 A. M. of the same day on which, at 2 P. M., the Supreme Court killed the entire NRA. After its few hours of sanctioned existence, the report again was thought dead, but there was within the NRA a small group which continued to work on the whole question. Finally, in September 1935, Prentiss D. Coonley laid the plan before President Roosevelt personally. The President immediately manifested his concern with the problem and resuscitated the report by setting up the Prison Industries Reorganization Administration as an agency of the federal government.

Besides Judge Ulman, chairman, the Board includes Louis A. Robinson of Swarthmore, who gave expert testimony during the first investigation and is author of books on criminology and criminal statistics and chairman of the Pennsylvania Commission on Penal Affairs; James P. Davis of New York, who had been secretary of the original committee; Gustav Peck, of New York, formerly executive director of the Labor Advisory Board, and Linton R. Collins of Florida, who was a division administrator in the NRA in charge of related problems. Mr. Robinson, who is also a member of the board of trustees of the Eastern State Penitentiary of Pennsylvania, brings to the PIRA a long experience in both the theory and practice of penology, and a special training which serves in the development of its techniques of investigation.

BY executive order, the PIRA was directed not only to conduct, in cooperation with the states, surveys of industrial operations and allied activities carried on by the state penal and correctional institutions, but also to formulate and recommend for Presidential approval a program for replanning and reorganizing existing prison industrial operations and allied activities. Besides a plan to relieve private industry and labor of competition from prison-made goods, the PIRA was asked "to assist the states . . . to eliminate idleness and provide an adequate and humane system of rehabilitation for the inmates of such institutions." It was with these larger aims in mind, that the PIRA formulated its plans.

"Let us go all the way or none," the original committee decided, and the PIRA has proceeded accordingly. It has not construed its mandate narrowly, but has proceeded according to the principle that the problem of prison labor cannot be solved as a thing apart; that prisoners cannot possibly be employed satisfactorily without careful reorganization of prison facilities. On the thesis that the foundation of an intelligent prison system is work, the PIRA has developed plans for the widest possible interpretation of the non-competitive "state-use system" to provide diversified labor and occupation for prisoners, suited to individual needs and capacities and useful to the state itself.

A root philosophy, underlying all of the plans made by

the PIRA for its attack on prison unemployment is individualization of treatment. A natural corollary is proper classification of prisoners, involving housing in proper types of institutions, not now existing in some states. Employment in farm, road and forestry work, for example, requires special housing facilities. Educational and vocational possibilities are considered, and the reduction of the numbers to be employed within prisons through the proper use of probation and parole.

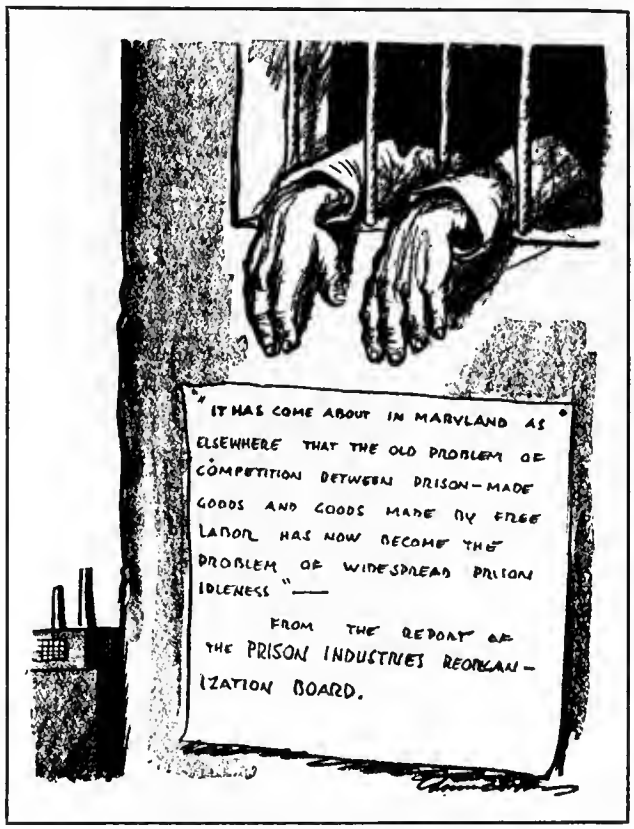
BASIC to all the PIRA'S procedure is the significant initial phrase of the executive order which established it: "In cooperation with the proper authorities of the several states. . . ." The PIRA undertakes its work only on invitation of the state concerned, and presents its report of findings for each state separately, to the President, to be considered for such federal "loans or grants or both," as may be necessary to the program.

In explaining the plans of the PIRA, soon after the issuance of the executive order which gave it existence, Judge Ulman said:

> Our Board understands that conditions are not alike in any two states. . . . Existing prison plants run the gamut from almost mediaeval dungeons to modern buildings with ample light, air and plumbing, and workshops that compare favorably with those erected by private industry. Some states have prison farms; others, where climatic conditions permit, employ a large number of their prisoners in road construction and similar outdoor activities. Some states have considerable investments in tools and machinery. . . . Just one thing is common to all these varied setups. The spectre of prison idleness stalks through every system in every state.

Thus, the first line of attack was upon idleness.The state-use plan, as the Board is developing its program, is the manufacture at state expense, by state-supported prisoners, of goods and services to be used by the state itself, its political subdivisions, and tax-supported institutions and agencies, for their needs. The element of competition with private industry thus is minimized and tax costs for state institutions are reduced. To assure success of the plan, a state law with sufficient "teeth" to make certain that state institutions actually do consume the products of that state's prison labor is essential. Broadly interpreted, state-use includes state public works, such as road building, state farms and the like. This is the field in which the Board believes the employment of prisoners must be sought. Local problems differ and the PIRA plans no one scheme to solve overnight a hundred-year-old problem, but rather individual study of each state, preparing the ground for moving ahead intelligently and building in general toward a state-use basis.

The machinery set up by the PIRA for its plan of survey and recommendation is comparatively simple and makes use, so far as possible, of existing federal services. There is a headquarters office at Washington, at which function the executive director, James P. Davis, and a headquarters staff. For statistical work Commissioner Isador Lubin, of the Bureau of Labor Statistics, has loaned some of his trained employes, under the direction of Herman B. Byer. Similarly, Admiral C. L. Peoples of the Treasury Department, has made available the services of Alan B. Mills, consulting prison architect, for detailed studies of prison structures and needs. Payment for these cooperative services is made on a reimbursement basis.



Duffy in *The Baltimore Sun*

Idle Hands

Findings of a state survey, when completed, are submitted to a given state in a comprehensive and detailed report, with full recommendations for future development of the state's penal system, including: plans for proposed new construction, development of diversified work opportunities together with possible markets in existing state institutions, programs for non-industrial activities along lines of general education and vocational training, classification of prisoners, and development of probation and parole, together with a legal study of necessary new legislative provisions to carry out the program. If and when the state adopts the report and fulfills the necessary requirements in legislation and appropriations, it is submitted for the President's approval and consideration for federal aid.

A FEDERAL information service on prison problems has been set up by the PIRA and is available for consultation by all states. Information is being gathered from the experience of various states, on the costs and problems of prison manufacture of the whole range of products practical for institutional use. Plans, equipment, employment possibilities of minimum unit setups will be available, for the guidance of state prison administrations. Educational and other non-industrial projects will be studied in the same way.

The experience of Kentucky gives a graphic demonstration of the usefulness of the new Administration. Prison conditions in Kentucky had become acute some time before the PIRA was set up, so that public interest had been roused and the State Planning Board already had made a usable start on studying the situation. It was obvious in this state that, even if investment and machines sufficient to provide useful employment for the prison populations

could be crowded into the two ancient existing institutions, there would not be enough state-institution use to consume the products, if state-use were narrowly interpreted. Further, the only existing institutions are of the maximum security type, though one is called a Reformatory, and although nearly 60 percent of the prisoners in Kentucky's two penitentiaries have never been in prison before, according to the records. Up to this year, when a broad reorganization law was passed, there has been no probation and no adequate parole system in Kentucky. The institutional building program has been curtailed. There is no opportunity for segregation or classification of prisoners, except an inadequately separated wing for women. With a capacity of 1700 the Frankfort Reformatory housed 2698 on the date of the survey and, with a capacity of 540 single cells and no adequate dormitories, the Eddyville Penitentiary held 1241 inmates. Even if these antiquated structures housed only their normal capacity, the report indicates, they would fall far short of modern standards. They are in poor repair and lack even minimum sanitary facilities and their structure and function do not permit classification and segregation of prisoners.

WITH the cooperation of the governor and Department of Welfare of Kentucky, the PIRA has developed recommendations for a reorganization which promise to remove the prison system of that state from near the bottom to the forefront of states. Beginning with new construction to provide a receiving and classification unit, and later addition of needed medium and minimum security institutions, the Kentucky plan looks toward a real solution of its problems of prison industry and employment, based on a diversified state-use system. State farms, forestry projects and modern road camps—not the malodorous chain gang variety—will provide for carefully selected "safe" prisoners, healthful and comparatively normal employment. A diversified plan for production of such goods as Kentucky institutions can consume may include commodities of all sorts, from farm produce to furniture, concrete and shoes. The PIRA has tabulated fully and in its report discusses the practicability of the whole range of possible products. Idleness is fought further, in the Kentucky plan, with recreational, educational and vocational means of employment. Provision of health, psychiatric and other professional services is taken into consideration.

Maryland is not far behind Kentucky in taking advantage of the opportunities provided by the PIRA. That state also invited study, and the report of the PIRA has been submitted to the governor and interested officials. Work has begun in Delaware, Vermont, West Virginia, Oklahoma and Arkansas. Invitations from a dozen other states are waiting attention by the PIRA.

Thus, a far-sighted idea has become a reality. Whether or not the work of the PIRA will reach its logical conclusion, whether ancient abuses will be remedied all over the nation, and the increase of crime be attacked at last at this, one of its true roots, will depend upon public acceptance. The prison labor problem, like other social and economic questions, can never be "settled"; but the Prison Industries Reorganization Administration may become a permanent piece of federal machinery. Federal aid will be a powerful incentive. But this achievement will be assured only by the urgent demand and insistent backing of an informed public opinion in the states themselves.

When Educators Talk Shop

"Words," says Webster, "are units of discourse." *The Reader's Digest* carries a telling page, Towards a More Picturesque Speech, with pithy and colorful quotations from the great or near great in the field of letters, and the query, "How else would you say it?" Let's turn the tables and single out units of discourse through which educators convey thought.

"The Why Phenomenon"

The phrases below were gleaned from the utterances during recent months of some of our leading educational authorities. "How else would you say it?"

Total intellectual defect
Symbolic speech
Developmental delays
Experimental reservoir
Total activity pattern
Negative character development areas
Attenuated rapport
Explosive response
Phases of maturation
Narrowed, lengthened and intensified vision
The deviate child
Organismic development
Stereotyping of mistakes
Curricular reorientation
Period of intake alternated and refreshed with outgo
Process of acculturation
Meaningless vocalizations
Spelling consciousness
Teacher-parent interplay
Self-thwarting behavior
Extra-familial satisfactions
The young child's love life
Hazy reality contacts
Effort to dilute egocentricity
Personally formulated experience
Non-volitional cooperation
Environmental impingements on the child
Static participation
Visioned educative processes
Unassimilated and unassimilable data
Detachable instructional units
Dynamic expression media
Time-sampling techniques
De-limited units of nervous behavior
Growth in positive trait-actions
Pupil-teacher-curriculum relationships
Methodological innovations
New psychological orientation
Freedom from nervous blockages
Human symbol-reactions
Informal arranged-for-conference-contacts
Non-dominant group leadership
Pre-test of test validity
The "why" phenomenon

O Tempora, O Mores

By GRACE ABBOTT

School of Social Service Administration, University of Chicago; formerly Chief U. S. Children's Bureau

SOCIAL workers and all those interested in social reform need to keep steadily in mind the fact that a "gateway" amendment to our federal Constitution is necessary for much needed industrial and social legislation. Conservative newspapers, Republican politicians and their powerful supporters would have us believe that it is only the New Deal legislation that has met the Constitutional barrier. Such is, of course, not the case. In the beginning of this century other and equally momentous opinions decided by a divided court and, as Mr. Justice Holmes told us in 1907, "upon an economic theory which a large part of the country does not entertain" closed important roads to both Congress and the states.

Employers discovered, or their lawyers discovered for them, that the "due process" and "equal protection of the law" clauses of the Fourteenth Amendment, adopted to safeguard the civil rights of the emancipated Negro, could be used to stop general regulation by the states of hours of work, homework or wages. But even if the states did have the authority to enact much needed industrial legislation which the Supreme Court has decided the Fourteenth Amendment took from them, we would still be unable to proceed with the solution of problems which are affected or created by national or world conditions. Local action under such circumstances is clearly inadequate. Congress must be given a new, general grant of power to legislate with reference to these matters.

This was clear to many people twenty-five years ago. To Theodore Roosevelt it became the great issue of the day and he discussed it with characteristic impatience and directness. For him, amendment of the Constitution was too slow. "To say that we can reach the matter by the ordinary form of constitutional amendment is merely to befog the issue," he wrote in an editorial in *The Outlook* in 1912. "Our system of constitutional amendment is so cumbrous and complicated that in such cases as we have in mind there would be interminable delay before the needed amendment would be adopted; and then there would have to be legislation under the amendment, and then another series of lawsuits and another series of decisions by the same courts that had rendered the objectionable decision in the first place." T. R. therefore advocated the remedy of recall of judicial decisions as a means of taking these issues directly to the people. He cited as a useful precedent the prompt adoption of the Eleventh Amendment in 1795, two years after a decision of the United States Supreme Court that a citizen of one state could sue another state. By this amendment, he held, the nation gave notice to the Court that this section of the Constitution was not to be so construed in the future. "This," he said, "is exactly and precisely what the Progressives propose to have done, alike for the nation and for the several states. The only difference is that we desire to secure more expeditious action in cases of this kind than is possible under the cumbrous existing system of constitutional amendments."

"There was no need," he continued, "for such expedition in the early days when the courts exercised this great power with cautious moderation and wisdom. But it is now used so recklessly that it is absolutely necessary, if we are to go forward along the path of social and economic reform, that the people shall be able to act after due deliberation, of course, but not after procrastination."

"I am well aware," one of his editorials ended, "that every upholder of privilege, every hired agent or beneficiary of the special interests, including many well-meaning parlor reformers, will denounce all this as 'socialism' or 'anarchy'—the same terms they used in the past denouncing the movements to control the railways and to control public utilities." To those who have passed the half-century mark, the events, the hopes, the fears of the first years of this century, and particularly of 1912, will come rushing back as they read these words. Some progress, they will remember, was then being made in removing a few of the burdens and injustices from which workers suffered. Decisions that regulation of hours of work and of homework was unconstitutional had touched T. R. closely. They were measures in which he had been interested in New York State. The earlier decision of the United States Supreme Court that an income tax was unconstitutional was much discussed at that time as was the decision of the New York Court of Appeals in 1911 that the New York Workmen's Compensation Law was in violation of the "due process" clause of the Fourteenth Amendment.

IN the election of 1912 these problems were carried to the people. Economic problems became political issues that year. Industrial leaders leaned on the Republican Party as the one through which old privileges could be retained and new ones secured. With a general statement about social and economic reform and a specific one about "upholding the integrity of the courts" the G. O. P. became in the campaign of 1912 the opponent of all social experimentation. The Progressive platform, which set forth the mature views of the first President Roosevelt, called for curtailment of the powers of the courts and pledged enactment of minimum wage and workmen's compensation legislation and old age, unemployment, and health insurance. The Democrats, less liberal in their platform, accepted in the campaign the principles of the New Freedom announced by their candidate.

With conservative Republicanism overwhelmed by Progressive and Democratic votes, the way was prepared for great accomplishments under President Wilson. But the War and the reckless materialism of the post-War period did what the industrial leaders had been unable to do in 1912. In 1917 a promising social reform movement came to an end. For more than fifteen years thereafter the gains were few and the losses many. Amended compensation laws were held constitutional, but minimum wage laws

even for women were ruled out as were federal efforts to control child labor.

With the debacle of 1929, with an epidemic of unemployment, with the insecurity and injustices from which industrial workers, farmers, and sharecroppers had long suffered so magnified by the depression that those with any vestige of sight left them could see the chaos toward which the industrialism of the nineteen-twenties was leading us, the electorate again demanded social reform. As the depression has worn on it has wanted to find a road for an advance to a better way of life and not for retreat to the days of 1929 and before.

Now, as twenty-five years ago, the Supreme Court is relied upon to discredit the effort to build such a highway. T. R. would be surprised to find some of his own followers among those who demand that the judicial arm of the government be considered sacrosanct. Franklin Knox, who had one of the wind instruments in the Roosevelt orchestra in 1912, evidently never learned the notes he was trying to play. And what about the great Theodore's namesake? He has turned his back on his father's program and is riding through the newspapers with a horse and a buggy which must have antedated 1912 and under a banner bearing the slogan "Back to the Constitution."

Whether or not the Railroad Retirement bill, the NRA, the AAA, the federal and state unemployment compensation laws or the minimum wage legislation are the best approaches to the problems they were intended to solve, they should be made constitutional. Theodore Roosevelt was right, though today we regard his short-cut of recalling judicial decisions as impractical. The right to decide these questions fundamental in a twentieth century society must be given to the elected representatives of the people.

If our revered Founding Fathers were to return, they would doubtless be amazed to find how little the Constitution has been amended. They would not have forgotten that it contained compromises on unsettled issues which they knew must eventually be settled. Moreover, they recognized that unforeseen and unforeseeable problems would arise for which they had not made provision. For this very reason the Constitution provided two ways of legislating —by statutes enacted by Congress and by amendment of the Constitution—and the Founding Fathers did not expect the nation to be timid in the use of either. They did not themselves hesitate to make use of the latter method. Ten amendments were adopted by the first Congress and two more were ratified in the next fifteen years.

The constitutional protection of slavery, one of many compromises, was the basis of the "irrepressible conflict" of a hundred years ago. Perhaps the members of the constitutional convention would understand better than we do why it took a long and bloody war to add the Thirteenth, Fourteenth, and Fifteenth Amendments to the Constitution. If, with the prices of farm products fixed in a world market, the problems of agriculture are not made national; if provision for progress toward justice for industrial workers is denied both the states and the nation under the Constitution, another "irrepressible conflict" may develop. To our ancestors of the eighteenth century the fears of the present day conservatives would have seemed unworthy of those who believe in government by the people.

Recent attempts to silence all discussion of decisions of the Supreme Court as near-treason recall Jefferson's story of the robbers who took refuge in a church and then said it would be desecration to drag them from the Temple or to arrest them as they left the House of God. The Constitution seems now by way of becoming a sacred refuge for those whom Roosevelt I, when he was the Republican President of the United States, was in the habit of calling "malefactors of great wealth." T. R.'s language may have reflected too accurately his emotions, and his impatience with the method of constitutional amendment may be explained by his experience and still be unwise. He was right, however, that the elected representatives must be given authority to decide on these fundamental policies. The wishful expectation of a more liberal court only delays effective action.

The trouble is not with the judges of the Supreme Court but with the Constitution. We need to be done with the indirection with which these problems have been approached in the past. The "slow and cumbersome method" of constitutional amendment is the direct and logical way. It should not be postponed any longer.

Puerto Rico's Predicament

By DOROTHY D. BOURNE

Director, Social Work Training, University of Puerto Rico

SOCIAL workers in Puerto Rico not only share the anxiety of their colleagues in the continental United States as to the responsibility of the federal government in relation to relief and work but this anxiety carries them, perhaps to a unique degree, into the heart of a social-economic situation. To a very young professional social work movement, which has assumed over-heavy responsibilities in the last few years, the present situation is appalling. The future life of the professional group is at stake as truly as the physical life of many clients who face want and starvation.

In answer to the need for training for rural community social work in connection with the special rural vocational schools of the island, the University of Puerto Rico developed social work training courses. Although these courses were first designed as preparation for a specific field, the necessity of general preparation in basic techniques and methods and an increasing demand for social workers led to the establishment of a school which last year was recognized as a new school of social work by the American Association of Schools of Social Work. The large majority of social work positions in the FERA of Puerto Rico were filled by men and women from this school, a considerable number of whom had also had professional training in the

continental United States, about twenty of them on FERA scholarships.

The social workers of the island—trained and semi-trained—now number 163. They are drawn from the growing class in Puerto Rico which puts a high value on education and is ready to make great sacrifices in order to get it. As a group these social workers are not completely homogeneous, but there is an esprit de corps and strong professional enthusiasm and vitality. The aides of the FERA, who have numbered as many as 600, correspond in point of view very closely to the "rank and file" in the States, except that, because the whole social work movement is so young, the point of view of neither group is fully articulated.

NO provision for home relief of either employables or unemployables existed in Puerto Rico prior to 1932. The insular government has institutions for the insane, tubercular and blind, two schools for dependent children, and subsidizes a few other institutions. There are also some small municipal institutions. All of these are inadequate even for their specific purposes. The population of the island is increasing at the rate of 40,000 a year.

Federal relief, initiated in August 1933, has been bringing a million dollars a month to the island for direct and work relief. Funds will last through June 1936. The magnitude of the problem can best be understood by considering certain facts: 80 percent of Puerto Rico's population of approximately 1,700,000 has been, and is, eligible for relief; 207,812 family heads and single persons are on relief rolls; the case load of the case aides averages 780; the weekly relief allowance per family has been from 75 cents to one dollar a week (a minimum subsistence budget for a family of five—the Puerto Rican average—would be thirty dollars a month as estimated through studies of our home economics specialists); direct relief has been used primarily for unemployables; work relief has been distributed to cover as many unemployed as possible.

The Social Service Section of the FERA has carried on wide activities in child welfare, maternal health, recreation, probation and parole, inter-agency service and social service exchange, training service, medical social work, nutritional and home economic service, publicity and legislation, research and statistics. There has been close cooperation between work projects and the Social Service Section, many of the actual projects originating as social work plans. For example, establishment of juvenile homes for temporary care of children, repair or building of municipal institutions for the aged and development of community or recreation centers have meant practical coordination of engineering and social work projects. There have been, of course, the same differences of opinion as elsewhere between social workers and engineers when it has been difficult to identify efficiency with human need, but the ensuing adjustments have undoubtedly been good for both professions.

As no provision has been made for relief after June 30, the efforts of social workers are focused on the attempt to establish a public welfare department, to see that Puerto Rico is included in the general provisions of federal relief and to have the Social Security Act extended to Puerto Rico. A bill in the insular legislature creating a department of public welfare awaits final action by Congress in amending the Organic Act, under which Puerto Rico is governed. The work to get the bill passed locally, in form acceptable professionally and also technically, as an instrument for several titles of the Social Security Act, is a task now engaging the efforts of social workers.

A special reconstruction administration for Puerto Rico, established by executive order, began operating last September with a revolving fund of $35 million appropriated this year by Congress and with provision for expending any funds which may in future be assigned to it. According to present estimates, this administration will employ approximately 70,000 persons. Its plans are in many ways similar to those of the rural resettlement program. The money is definitely allocated to certain projects and types of reconstruction so that, unless its program can be enormously expanded by further appropriation, it cannot offer a solution for the employment problem. It leaves the problem of relief unanswered and, of course, makes no provision for unemployables.

Recent events, in which the Nationalists assassinated the chief of police, Col. Francis E. Riggs, have complicated the situation further. The two young Nationalists involved in the affair were later killed in the police station by police on the ground of self-defense, which, in the opinion of many people, was not satisfactorily substantiated. This act aroused strong feeling in support of the Nationalists, even among those who cannot approve the principles of direct action. At the same time the Nationalist leader and others are charged with sedition and other specific offenses in the federal court.

All of this has finally precipitated the long postponed consideration by the United States of the political status of Puerto Rico and the smoldering independence issue has been brought out into the open. Senator Tydings of Maryland has formulated the first definite plan for independence. This has been followed by a proposition by Representative Marcantonio of New York.

UNFORTUNATELY, the Tydings bill—due to the manner in which it was presented and worded, and with what many Puerto Ricans feel is a lack of sympathy with the economic problem of the island—has increased bitterness toward the United States. Even among certain Puerto Ricans whose interests are identical with those of the American representatives of capitalistic enterprises on the island, there is a feeling that independence, even if it should spell economic ruin, would be preferable to insults to Puerto Rican pride and self-respect. There are also those who, without capitalistic affiliations, believe in a continued political connection with the United States. This group includes some of the local Socialists—a labor party—as well as some of the more conservative elements. But it is hard to predict where this group would stand if the issue were clearly drawn between Puerto Rico and the United States by means of a plebiscite. In the pro-independence group, there is a natural tendency at present to blame the United States for all the ills of the island, confusing world-wide economic issues with the specific evils which are due to American occupancy. If a sound plan for independence is to be worked out, it is largely incumbent upon this group to take the initiative in presenting a proposal with a reasonable economic basis.

Social workers, representing varying points of view, are primarily concerned with the basic problem of human welfare. They see it as their obligation to work toward a

solution of this problem which will be compatible with a satisfying political program. This complicates the ethical position of the conscientious social worker. Can the economic needs of the clients and the future of professional social work in dealing with those needs, be faced as a part of a general social-economic problem; or does the fact that the client as well as the social worker is a part of an emotional situation, motivated in many cases by rebellion against a colonial psychology, greatly complicate the issue for Puerto Rico?

As a step toward answering this question, a study of client reactions to the present situation is now being made in the FERA. This will deal with the attitudes of clients toward the possible cessation of all relief on June 30, legislative measures proposed to relieve this situation, and the effect of proposed independence on such planning. Local supervisors and aides working on the project will, as far as possible, keep their personal opinion from influencing the collection of data. Client committees and individual interviews will be used and verbatim reports of what clients say will be taken. The results will be tabulated in order to give some definite indication of existing attitudes. It is hoped that this work may have several valuable results. It will show social workers the extent to which their interests are identical with those of their clients. It will be a stimulus to a new kind of thinking on the part of clients, many of whom come from groups which have, so far, been inarticulate and often passive or fatalistic toward the plans which are made for them by other groups in society. It may also be a step toward giving economic questions their proper place in the decisions of individuals on the independence issue.

From a purely practical standpoint, the present situation confronts all intelligent Puerto Ricans with the question: Will not Puerto Rico always be too far away and unimportant in the eyes of the United States to receive the attention which its desperate problems need? Although at present no constructive economic program has been presented, many believe that it is nevertheless possible, by squarely facing the issues, to plan the economic future to conform to the idea of independence. Others disagree with this idea. Whatever course is eventually followed social workers, constituting one of the thinking groups in the island, are recognizing the necessity of facing basic economic problems and are realizing that the connection of these problems with political status cannot be ignored.

Twenty-Five Years Ago in The Survey

July 1911

"AGAIN we social workers should do all that lies in our power to smite the political machines which in spite of a decade of unexampled moral agitation are still dominant in most of our cities and states. There is not a social problem of however little significance which does not have political causes or complications of the utmost importance."—John Haynes Holmes, pastor, Church of the Messiah*, New York.

**Now The Community Church.*

"CHARLES M. CABOT of Boston has won a second skirmish in his fight to provoke active interest and untrammeled discussion upon the part of stockholders of the U.S. Steel Corporation with respect to labor conditions in the industry from which they draw dividends."

"ONE of the greatest questions for consideration by the capitalists of America today is the treatment of their employes —of the laboring men, so as to make it certain there will never in this country be any excuse for the advancement of the ideas of the Anarchist or the Socialist."—Judge E. H. Gary, U. S. Steel Corporation, to the American Iron and Steel Institute.

"SOME of the industrial problems of the Northwest are brought out in a report on vagrancy made by the Charity Organization Society of Seattle. . . . Statistics indicate that the men are in the main young, ablebodied, English-speaking transients, many of them unemployed simply because of the seasonal character of their work. . . . The greater number are men who with intelligent treatment can be prevented from becoming vagrants."

THE Michigan State Superintendents of the Poor, in annual convention, resolved: "That we highly commend our present local option law, believing that if adopted throughout the state it will greatly reduce the labor of the superintendents of the poor."

"THE growing movement toward the socialization of medicine finds unusually full expression in the report of the Boston Dispensary . . . under the direction of Michael M. Davis, Jr.*, who left New York to take the position."

**Now Director for Medical Services, Julius Rosenwald Fund.*

A NEW law in Wisconsin required that all normal and country training schools for teachers provide instruction in games and playground management and that all candidates for normal school diplomas pass examinations in these subjects.

"THE national insurance bill now before the British Parliament is hailed as epoch-making by sanitarians and hygienists, but the rank and file of the doctors have taken a stiff-necked attitude of opposition on the ground that it will hurt their practice."

"THE campaign for the conservation of human life, legs, arms, ears and eyes—in other words the safe and sane Fourth of July—has again proved its worth. Figures . . . show twenty-four deaths and 881 injuries."

"CORRESPONDENCE is desired from social workers in various parts of the United States relative to public opinion among intelligent people as to what code of sex morality ought to be taught boys of fifteen years and over."—Letter to the Editor.

"SOCIOLOGIC and philanthropic circles were visibly disturbed when it was known that Sherman C. Kingsley* had decided to transfer his official connection from the United Charities, Chicago, to the Elizabeth McCormick Memorial Fund. The question naturally arose whether one who had become a factor of such unquestioned strength in administering charitable relief and preventive measures and in raising the standard of such service to the plane of scientific efficiency, could be spared from the field of his signal achievements."—Henry B. Favil.

**Executive secretary, Philadelphia Welfare Federation,* 1921-34; *now engaged in WPA projects for the handicapped.*

LIBRARY OF PRINCETON
JUL 10 1936
THEOLOGICAL SEMINARY

Not So Old As Some

CHARACTERS: Seth Smith
Amanda Smith, his wife
Layfe Brown
Sary Brown, his wife

SCENE: The Smiths' front porch, Greeley County, Kansas.

SETH SMITH

I jes' been down to th' county office to git my grocery order and to ast That Woman there when they wuz agoin' to git us our old age pensions.

MRS. BROWN

What did She say?

SETH SMITH

Well, she didn't know, but she give me this here paper to read, this here S-U-R-V-E-Y—

MRS. SMITH
(impatiently)

I been tellin' you all along there wouldn't nothin' come o' those pensions.

LAYFE BROWN

I don't figger it's all her fault maybe. Pore woman, she ain't got all the say.

MRS. BROWN

How ain't she got all the say?

LAYFE BROWN

On account the rehabilitions fellers, an' them commissioners has got a say too. Anyway t'ain't no use arguin' 'bout somethin' we ain't got. Seth, what's in that air paper she give you?

SETH SMITH
(turning the pages of The Survey)

'Pears that out in Californy there was a club of old folks an' they told each other what they needed an' how they felt. Sez here in the paper when That Woman from their office was goin' to make a budget, this club told her a person couldn't git along on $23 a month and by jing they raised it to $25.

MRS. BROWN

I don't believe it.

SETH SMITH

Well, it says here they even brung the mayor to see that $23 warn't 'nuff.

LAYFE BROWN

Well that sounds like folks do pay attention to us old folks sometimes.

MRS. SMITH

Precious few times!

SETH SMITH

Well, it worked all right. They didn't treat 'em all like reliefers, nuther.

MRS. BROWN

Winter-fore-last when Layfe and me didn't have nothin' but guverment beef, Layfe couldn't even git linamunt fur our rheumatiz, an' That Woman at our office got so she wouldn't even listen when I showed her how my feet swelled, and I couldn't git up when I wuz down.

LAYFE BROWN

What else them ol' folks do, Seth?

SETH SMITH

Well, sez here that they had parties.

MRS. SMITH

Huh, That Woman don't do nothin' but snoot when I want a dime's worth o' cookies or a plug o' chewin' tobaccer fur Seth.

SETH SMITH

Well, these Californy folks had a real social time of it. One ole feller was flat on his back with malary, and when t'was his eighty-ninth birthday, the folks all chipped in an' sent him a birthday card. T'was the first time anybody'd remembered his birthday in fifty years. He sure was tickled.

MRS. BROWN

Yuh don't say.

SETH SMITH

Yeah, an' seems one old lady aboutn eighty-four allus had liked to draw pitchers. All the folks in the club wanted a pitcher once they seen them so she up an' showed 'em how to make pitchers fur themselves. That Woman up at their office give 'em some paints.

MRS. BROWN

D'you reckon That Woman up to our office'd help us folks to git together?

SETH SMITH

Well, I don't want to paint but I'd sure like to git the garden patch plowed.

LAYFE BROWN

Why say, if yuh want your garden plowed my boy Roy can do it.

MRS. BROWN

I 'spose there's lots o' things we could do fur each other, if we got started an' there was a regular way of meetin'. It wouldn't cost nothin' neither.

MRS. SMITH

What, fur instance?

MRS. BROWN

You an' me kin trade quilt blocks. You stitch right nice.

MRS. SMITH
(melting)

I'd like fur you to show me how to use that 'ere dried skim milk so's it wouldn't smell. Land, Seth carries on awful every time I open a package.

MRS. BROWN

Just mix it with plenty o' cocoa an' that covers it up so a body can hardly smell the difference. Layfe says he likes it, don't you Layfe?

LAYFE BROWN

Yes, Mother, what is it?

SETH SMITH

You don't reckon Roy could git Sat'day on that 'ere garden o' mine, do you?

LAYFE BROWN

Yes, I 'low he could; he's goin' to be at our house fer dinner. Mother, we'd better be gittin' along, it's put' near time for Roy now.

MRS. SMITH

I do declare! Well this visit's been plum revivin'. Now, you an' Layfe come over right soon.

LAYFE AND MRS. BROWN
(in chorus)

We sure will. An' you come over an' we'll talk some more an' git to doin' somethin' fur other old folks 'cuz we ain't so old as some.

Curtain

ON an April day, "in one of our dustiest dusters," says John M. Whitelaw of Lane County, Kansas, three county poor commissioners sat around a table at Scott City, Kan. and, with due apologies to Eugenia Schenk of San Francisco, "put together" Not So Old As Some. They were Julia Miller of Greeley County, Mary Belle Eberle of Scott County and Mr. Whitelaw. They had read Miss Schenk's article, One Kind of Security, [See *The Survey*, April 1936, page 106] and had grasped its idea of client participation. Four days later the three, with Edward Brander of Wichita County as a fourth, drove eighty miles "in another duster," to a meeting of the Northwest Association of Social Workers in Kansas, rehearsed en route, and presented Not So Old As Some to an enthusiastic audience of public welfare officials and social workers from some twenty Kansas counties.

Miss Bailey Listens

By GERTRUDE SPRINGER

MISS BAILEY (in person) pushed up the window shade, sat up in her Pullman berth and gazed out on a world new to her experience. This was the South and she was pretty well pleased to find herself there. It had been a long hard winter at home and spring had been very far behind. She had welcomed an opportunity to escape from its lingering and had resolutely put down faint doubts as to whether a certain facility in putting words end to end in a magazine office qualified her for talking about social work under conditions quite outside her own experience. She knew that there is geography in social work as well as philosophy, and that practices and procedures that take root and flourish in one climate may wither and die in another. Her first glimpse of the new strange world of the South did not reassure her on the virtues of the neatly typed paper she was to give the next day.

But as the morning wore on she began to feel better about it. From the car window she saw a lot of things she was sure she could do something about—tumbledown shacks in bare dusty yards, dismal little one street villages without a lick of paint, a tree or a shrub. Busily her mind went to work—slapping on paint, mending broken steps, clearing up littered door-yards, planting vines and shrubs.

By the time she stepped off the train into bright spring sunshine she had decided that her paper might not be so bad after all. And over there was a palm tree and a hibiscus hedge in full flower.

Presently she found herself on a broad shady piazza with what she suspected was a mocking bird holding forth in a great overhanging tree. Behind her two girls were talking—swapping shop—and shamelessly she listened.

"The poor woman," said the girl in the white sweater, "all four of her children died within a week. Diphtheria. All over before we heard of it."

"No anti-toxin?" asked the one in blue.

"No, no anti-toxin," was the reply—calm, like that.

Miss Bailey couldn't take it. She knew that children do not have to die of diphtheria these days and she had to find out why these four did die. It was simple enough as the girl in the sweater told the story. The parents thought that God had put a visitation on them; they had never heard of anti-toxin, or of removing well children from infection even if there had been any place to which to remove them. The county doctor knew about anti-toxin of course, but he had been so terribly busy that week, he said, that by the time he got around to sending some place or other for it the children were dead. Only when the fourth pitiful funeral had straggled out to the burying-ground had the relief worker heard about it all.

"What would you have done, Miss Bailey?" asked the white-sweater girl.

All Miss Bailey's veneer of urban competence crumbled away, and she felt very humble before these two slips of girls who had done something about it—not about the four children who were dead, but about the other children of the community. They had camped on the doorstep of that lazy doctor and—oh, very politely of course but they believed effectively—made him thoroughly uncomfortable, if not a little scared; they had pricked through local inertia and brought about a real demand for the enforcement of quarantine regulations. Perhaps more children of that community will die of diphtheria but if they do the community will know enough to be ashamed, and that, submitted the girls, would be progress.

The circle of rocking chairs on the shady piazza extended itself, and there were other stories.

Here was a girl who had had great ideas about recreation projects for rural folk. She had been taught that one must never do what in Miss Bailey's trade is called "write down" to people, and she had been sure that a home-grown performance of a really good play—perhaps Shakespeare—would afford just the outlet the community needed. She giggled at herself when she told of her struggles to assemble a cast and to stir up interest.

And then one day, when she was ready to throw the whole thing out the window, a gangling youth whom she had picked for the role of Bottom came in fingering a harmonica and after a bit it dawned on her that what he and his friends wanted was not to perform in Midsummer Night's Dream but to have themselves a harmonica band. Then and there Shakespeare went into the discard and the gangling youth was promised that if he would produce the harmonica players the social worker would add whatever ingredient it takes to make a band.

The next morning the gangling youth and practically the entire youthful male population of the place were on the doorstep with harmonicas in action. And someway or other they did turn into a band and the source of continuing community entertainment and enlivenment.

ANOTHER girl matched that story with her own experience in trying to launch a chorus—a singing society—with such old standbys as Sewanee River and Long Long Trail and so on. It was terrible, she said, and the whole thing practically died on her. Then one day she heard her chorus singing when she wasn't supposed to be around; singing songs she'd never heard, their songs not hers, with a quality of enthusiasm she had never been able to arouse. They're singing yet, said the girl, and loving it, and the chorus takes in practically the whole community and is the core of a growing social life. "But believe me, they pick their own music and make their own plans. I'm just a door-opener for them."

Miss Bailey wondered if she would have learned so quickly that being a good social worker is sometimes nothing more than being a good door-opener.

When Miss Bailey pulled her rocking chair into a circle which, she gathered by eavesdropping, was on the home economics side, she felt a little firmer ground under her feet. She knew what it is to be poor, to make something of nothing, to build a decent way of living within an unpromising framework. She knew about the intangible as well as the practical values of neighborly cooperation as they work out in the kitchen and around the sewing machine.

"Of course you have cooking clubs," she threw in blithely, "with the women gathering at each other's houses, making a social occasion of it."

"We-ell," allowed a girl in green, very politely, "we would if the distances weren't so great. You can't expect women to walk five or six miles to learn to cook grits when that's what they've been cooking all their lives. The houses aren't exactly suited for social occasions, either, and you can't have a cooking club with only one cooking pot."

Miss Bailey saw that that hadn't been such a good idea.

"But aren't there social occasions that are indigenous?" she queried. "I remember when I was a child on the ranch that butchering a beef was quite a neighborhood affair."

"Oh, of course we have hog killin' times," replied a tall girl perched on the piazza railing. "But the way things are now they are a little too social for the economics of the family whose hog is killed. People come from miles around to help with the performance, and by the time the traditional hospitality of hog killin' is discharged about all the family has left are the chittlin's."

Miss Bailey turned her thoughts resolutely from the picture of a family so hospitable that it was reduced to whatever "chittlin's" might be.

"But sewing rooms—" she suggested.

That wasn't so bright either. Sewing rooms, it seemed, could not flourish in the rural districts for the same reasons that defeated home cooking clubs. Once in a while a school or church could be used, but not often—"Politics, you know."

"Oh," said Miss Bailey, who didn't know.

TO BE sure there were sewing rooms in the towns, but they were unlike any Miss Bailey had ever known. Here were mothers of families who didn't know what a thimble was for; full-grown girls who didn't know how to hold a needle, and who didn't care. The success of the sewing rooms, Miss Bailey gathered, had been, not in the things that were made, but in the stirring of torpid imaginations to the fact that things could be made; in the growth of personality that comes from learning almost anything. The proudest boast of one sewing room was a woman who learned to write her own name—she learned to sew a little too—and thereby gained a self-respect that modified her whole attitude toward herself and her family.

Miss Bailey learned about cocoanut shells polished and made into bowls and buttons, of the fibre of cocoanut fronds woven into mats and hats, of the awakening of people to knowledge that around them was material which imagination and a little effort would transform for their daily use. She heard the story of the bunny bee in one sewing room, when, for a day just before Easter, the women made rabbits from the scraps in the waste boxes, fashioning the beasts according to their own ideas; of the laughter that rang out until a crowd, unaccustomed to the sound of women's laughter, gathered outside to see what it was all about; of the impromptu exhibit for the benefit of admiring husbands and neighbors and of the joy of children possessed of their first toy.

Most of all Miss Bailey learned what the learning to do something does for humble people to whom no one ever before troubled to teach anything at all, people to whom the simplest process of learning is a strange exciting new adventure. And as she turned all this over in her mind she began to see that getting paint on the houses and vines growing over the door were not so very important after all, and neither were patterns and programs.

All that mattered was people. She saw that the reliance and hope of social work effectiveness, perhaps as of everything else in life, must rest not on programs or formulas but on people, on the strengths of those who would give and of those who must take. She looked at the social workers around her, young they were and undefeated, taking their work seriously, themselves lightly, and tucked away for future reference the remark tossed in by the tall girl on the railing: "Why Miss Bailey, you can nearly always do something—maybe not very much, but something—about 'most everything if you just take 'em one at a time. It's when I try to do something about everything at once that I'm licked."

ONE by one the crowd on the piazza drifted away and Miss Bailey and the mocking bird had the long shadows on the grass to themselves. From whence, she wondered, came the sustained courage for the enormous personal effort that seemed necessary to get things done in this lovely land, to win against the forces of indifference, inertia and hopelessness bred of generations without hope. She realized the impatience that must beset social workers who must do everything in the hardest way without benefit of those community facilities and influences that she, in her city setting, had always taken for granted and that did not seem unreasonable to expect in the United States of America in the year 1936 A.D. She envied her new friends the poise and self-control that enabled them to keep on getting things done by indirect and devious methods when their whole urge was for directness. She marveled at the sensitivity that enabled them to seek out latent strengths in forlorn human beings and in elementary human relationships and to build on those strengths; marveled at the common sense that told them how to meet people where they found them, at the level of their life experience, and to go along from that point, not imposing a new pattern but serving as a door-opener to an extension and an enrichment of the old one. She marveled at the gallantry that can stand up and take it month after month, and at the wisdom that sees progress not by paint on houses but by the changing content in people's lives.

The mocking bird was still carrying on when Miss Bailey left the piazza and went up to her room. Out of her bag she took a sheaf of paper, her speech for the next day, with all the neat phrases that she had set down the week before, a thousand miles away. Firmly she tore it into strips and dropped it into the waste basket. She had come to this meeting to talk; perhaps, she feared, to pontificate a little. She would stay to listen and to learn. When her turn came to speak she would tell these frontiersmen of social work, what she thought of them. And this is it.

WELL over 30,000 of the four pamphlets, Miss Bailey Says . . . each including eight of the articles in this series, have been sold. Thirty cents each, the set of four for a dollar, postpaid of The Survey. Quantity rates on request.

The Common Welfare

An Unquiet Front

BEHIND press reports of increasing "labor trouble" in Gadsden, Ala. and in Ohio lies the story of three-year-old difficulties in the "rubber towns" and of the "sit-down strikes" in Akron [see *The Survey*, March 1936, page 78]. Among the 30,000 to 35,000 men and women workers in the Akron rubber industry, a number of new cleavages have developed. There is growing friction between the United Rubber Workers, an industrial union, and the Industrial Assembly, viewed by AF of L affiliates as a "company union." Other groups have formed within the plants, many of them said to represent "loyal" employes who, "tired of strikes," want only uninterrupted employment. The unrest has spread to other occupations and there have been recent strikes of milk and coal wagon drivers, electricians, chemical workers, bakery workers, all involving demands for union recognition and wage adjustments. Among employers, Louis Stark, writing in the *New York Times*, reports "a growing sentiment for 'a showdown once for all,' so that union labor 'will know where it gets off.'" Organized labor is renewing its spring threats of a general strike, to be called in August or September when the plants taper off production.

Meanwhile, representatives of the rubber workers' union have gone on to Gadsden, where a branch plant of the Goodyear Tire and Rubber Company is located, announcing their decision to take part in a joint organization campaign in the steel, rubber and textile industries. City authorities have added 250 extra policemen to the regular force, and adopted stringent ordinances banning public meetings and permitting police to arrest without warrant.

"We Have Seen . . ."

SETTLEMENT workers from half the states in the union added a new center to the conference map last month when the National Federation of Settlements, president Helen Hall of New York, held its annual meeting at Norris, Tenn., and saw at firsthand the TVA, "this great social and economic laboratory."

The 252 delegates met in the Community Building at Norris, put up in the dormitories and cabins used by the construction force when the dam was building, heard TVA executives tell of different phases of the great enterprise, visited dams and reservoirs, schools and homes, community workshops and other centers of activity. At the end of three days, an experience no less than a meeting, they went on record: "We have seen for ourselves. We regard efforts to cripple and abandon this regional demonstration as out of joint with the spirit of American progress."

The resolutions of the Federation always constitute a significant document close in to the social scene. The Federation this year endorsed the Wagner-Ellenbogen Housing bill, favored the "carefully planned expansion" of the NYA, and the continuance of workers' education with federal funds, and "while not presuming to speak for any individual settlement . . . the right of parents to limit their families as they think best." They went on record as in favor of work relief "as the most original contribution made by America to the handling of unemployment," but stood out against the abandonment of federal aid to unemployment relief. The resolutions discussed, among other things, the Social Security Act, public works, public employment services, child labor, minimum wage laws, and, finally, "the huge appropriations for the Army and Navy at the present session of Congress . . . [as] out of line with any peaceful purpose . . . [and] out of joint with the talk of economy at a time when relief, health, housing and educational appropriations are cut to the bone."

The Homer Folks Hospital

NEW York Staters who know anything at all about their state's health must have joined, at least by proxy, in the general applause when the second of the state's new tuberculosis hospitals, at Oneonta, was named in honor of Homer Folks. As secretary of the State Charities Aid Association for the past forty-three years, a former president of the National Tuberculosis Association and of the National Conference of Social Work, a leading spirit in the State Health Commissions of 1913 and 1930, and vice-chairman of the Public Health Council since its organization, Mr. Folks has marshalled, led, prodded and cajoled the public opinion which has made possible much of the enlightened health and welfare legislation of his state during the past two generations. It is a happy sequence that the first of the hospitals should have been named for the late Dr. Herman M. Biggs, whose pioneer work in New York's public health Mr. Folks so ably seconded, and that Dr. Bigg's illustrious successor, Dr. Thomas Parran, now Surgeon General, should have been the one to propose Mr. Folks' name to Governor Lehman for this next hospital. Governor Lehman remarked that it was "a particular pleasure" to sign the bill which established the name. That recognition must be a pleasure also to those in the Empire State and out who appreciate the combination of professional and lay leadership and teamwork that has made for public health progress in New York.

Relief and the Bonus

WASHINGTON officials have kept hands off and have left to local authorities the business of determining to what extent, if at all, the bonus windfall shall effect the relief status or WPA employment of veterans. The only word on the subject from Washington is in the instructions issued by Harry L. Hopkins on procedures under the new appropriation Act [see page 208] in which he authorizes state WPA administrators "to determine the actual need of employment of veterans without consideration of the payment of compensation certificates."

There is not as yet much information on state and local policies, but such as there is indicates a liberal attitude toward the "actual need" of each man rather than a general dumping of veterans off relief on receipt of the bonus, regardless of their individual circumstances and obligations.

In Michigan a ruling by the State Welfare Relief Commission that not less than 50 percent of the bonus should be used for subsistence was softened later by the assurance that: "It is not a part of the Commission's policy that all recipients . . . are automatically separated from the relief rolls upon the receipt of the cash payment. Such separation is to take place only after a thorough conference and understanding."

In Illinois the ERC has ruled that each case be treated individually, "having in mind that the broadest degree of consideration be given to the veteran before judgment is rendered that he shall lose his relief status." In particular "liberal consideration" is given the veteran who holds his bonds intact against future emergencies; who cashes them, all or in part, for expenditure "essential to a decent standard of living," or who invests his cash in "a conservative, business-like program for rendering himself and family independent and self-supporting."

In Pennsylvania the Legislature passed a bill ratifying the decision of the SERA that veterans should not be removed from relief on account of the bonus.

In New York, the state TERA ruled that as a matter of policy the bonus should be considered like "any other resource" and an adjustment in relief allowances made accordingly. However, "The Administration will consider that adjustment has been made . . . if a reasonable application of the bonus is made toward self-support." Thus the definition of "reasonable" and the extent of the "adjustment" is left to local relief officials, with the TERA having the last word in that it puts up 40 percent of relief funds and may refuse to reimburse local units should their adjustments seem excessively "reasonable."

Speaking Regionally

A PERMANENT body to coordinate research activities in the South and lay out programs of action based on inquiries into regional problems was the outcome of the first Institute of Regional Development, held at Chapel Hill, N. C. last month. At its final session, the Institute, made up of sociologists, economists and other experts from all parts of the country, unanimously adopted the joint report of two of its "working committees," recommending a permanent committee of six, headed by Howard W. Odum. The committee may add to its own membership "as many persons as it may deem advisable." Dr. Odum, founder of the Institute of Social Science at the University of North Carolina, and director of a significant social-economic "inventory" of the eleven southern states, organized the regional Institute as a step toward giving practical effect to the survey material. The Institute addresses and discussions developed the underlying theme of the study: a regional regrouping of the country along lines of natural units, rather than arbitrary political boundaries. "This does not mean that state lines are likely to disappear," the joint committee report pointed out, "It may indicate a redefinition of functions and relations of state units in governmental activities."

The Institute turned over to the new permanent committee various subjects for continuing investigation, and for "planning and action." Among them are "a unified attack on the problem of farm tenancy," including division of risk as between owner and tenant; large scale vs. small unit production; remuneration to tenants for durable improvements; credit facilities for tenant farmers. A regional analysis of wholesale markets for southern fruits and vegetables was suggested. The committee was also urged to cooperate in stimulating and "timing" research into regional problems by land-grant and other colleges and universities. The permanent body is to call conferences to consider its reports, bringing together "all interests, academic, institutional, business, political or otherwise which might be concerned with its findings."

Credit Unions

INCREASE in credit unions as "the fastest growing cooperative organization in the country" is shown in a summary of their first two years under federal charter. C. R. Orchard, director of the credit union section of the Farm Credit Administration, reports that on June 26, the second anniversary of the passage of the Act chartering credit unions, there were twelve hundred such organizations with an estimated membership of 205,000. The share balance of these "thrift and loan cooperatives," Mr. Orchard's summary shows, is close to $4,500,000, with outstanding loans to members totalling about $1 million less than that sum. From the time the first union was chartered by the Farm Credit Administration up to the latest computation 81,918 loans had been made, to the amount of $5,258,000.

About one hundred new credit unions are being chartered monthly; similar groups of neighbors and fellow workers are being formed at about the same rate under state banking departments. State and federally chartered credit unions in this country now number five thousand, the majority in industrial communities. From the manufacturing areas of large cities and small factory towns, the plan is reported spreading to department stores, fraternal organizations and farmers' associations. Most of the loans made to members average $50 each, without collateral requirements. By means of them, the report states: "Many a small salaried employe who has been swamped by high interest rates and excessive charges is being rehabilitated by the amortized loans at low interest rates which he can secure from his credit union."

THE editorial committee of the National Conference of Social Work, chairman Paul L. Benjamin, Buffalo, by unanimous decision voted the Pugsley award for 1936 to Paul Kellogg, editor of *The Survey* and *Survey Graphic* for his paper, Employment Planning, given at the Atlantic City meeting at the final session of the Committee on the Current Relief Situation. The award, $250, was for the conference paper "adjudged to have made the most important contribution to the subject matter of social work." Mr. Kellogg's paper will be published in the August issue of *Survey Graphic*.

ONE of the last acts of the Senate before the adjournment of Congress was to pass a resolution directing the Secretary of Labor "to study, survey and investigate the social and economic needs of laborers migrating across state lines" and to "report to the Senate with recommendations for legislation." Thus, it seems, the problem of the transient is in a way to be studied and possibly treated not as relief but as labor, which is precisely what the recent studies of the FERA and of the National Committee on Care of Transient and Homeless have indicated it to be.

The Social Front

With the WPA

IN late June close on the heels of the Congressional appropriation of $1,424,000,000 for WPA came, by way of Harry L. Hopkins, administrator, various rulings on policy changes required by the terms of the Act. The Act itself strikes at a bone of contention under the "old" WPA, by establishing "the need of relief" as requisite to WPA employment. Thus the fact of having been on relief rolls prior to November 1, 1935 is no longer a determinant of eligibility for WPA employment. It is assumed that an applicant for a job must be in the same "need of relief" as if he were applying for relief, but Mr. Hopkins' order does not state specifically that he must go through the mill. Henceforth it will be up to local officials, not connected with WPA, to define "the need for relief" as a determinant in certification for WPA employment. The new system puts increased responsibility on such officials but permits greater elasticity in the use of WPA employment to meet local conditions. To check any local tendency to "dump" all the relief load into WPA, each state, it is said unofficially, will be informed just how much WPA money it will have and how many jobs that money will finance. The selection of people "in need of relief" for the available jobs is wholly a local responsibility.

The requirement in the new appropriation Act for prevailing rates of pay sent the WPA staff in Washington scurrying through some eight thousand different labor classifications listed by the Department of Labor. However, the determination of prevailing rates will be made by state and local WPAs and not by Washington. The "security wage" will be maintained but the hours of work shortened. An enormous shift in administration and accounting methods is involved.

In relation to aliens on WPA rolls the Act says: "The President shall cause to be made a survey of the lists of employable persons for work in continental United States, provided for in the appropriation made available in this Act, and shall not knowingly permit to remain upon said lists any alien who is illegally within the limits of the United States or who has not prior to the date of the approval of this Act filed a declaration of intention to become a citizen of the United States, and whenever such a person has been employed he shall be dismissed."

Mr. Hopkins' ruling on this point is as follows: "The state Works Progress Administrators shall not knowingly employ on Works Progress Administration projects aliens illegally within the limits of the continental United States, and shall make every reasonable effort consistent with prompt employment of the destitute unemployed to see that such aliens are not employed, and that if employed and their status as such alien is disclosed they shall thereupon be discharged."

Play Projects—A large and impressive exhibit of the work done in New York by the Recreation Unit of the WPA was held in late May in connection with the Women's National Exposition of Arts and Industries. Nine projects in which various municipal bodies cooperate, were shown in miniature or by sample. Notable were: a play street, fifty feet long, with children carrying on games; a day camp with children busy at outdoor activities; a pre-school group and a toyery; demonstrations of settlement house group programs—singing, folk dancing and the like; and a reduced scale showing of the process of making, costuming and operating puppets and marionettes. The program of the Recreation Unit of the WPA reaches more than two million New York children and affords employment to some 2600 persons.

Relations With Workers—A general order from Administrator Hopkins in mid-May rules that: "It is the responsibility of the WPA to maintain fair and friendly relations with the workers. Discriminatory practices that may operate to work hardship on unemployed persons because of their beliefs, organizational activities, or affiliations will not be permitted. Where investigations are required, such matters will be handled by the Division of Investigation of the federal WPA. Funds shall not be used for the employment of armed guards; when protection is necessary . . . it should be secured from the regular police force in the locality."

Publications—Recently released by the WPA Division of Social Research, Howard B. Myers, director, are: Intercity Differences in the Cost of Living (Series I, No. 20) by Margaret Loomis Stecker, a preliminary summary of the most important findings of the survey conducted in 1935 in fifty-nine cities. . . . Digest of Poor Relief Laws by Robert C. Lowe and staff, Legal Research Section. An analysis of the laws, as of May 1, 1936, upon which the states must fall back as their provisions for emergency relief are discontinued. . . . Analysis of Current State and Local Funds Specifically Assigned to Various Welfare Activities, also by Mr. Lowe and staff. A series of tables showing how state legislatures were attempting, as of March 16, to finance six welfare activities—poor relief, old age and blind assistance, aid to dependent children in their homes, dependent and neglected children cared for by institutions and agencies, and soldiers' and sailors' relief. . . . Migrant Families (Research Bulletin TR 11) second of two sections, the first published in January (TR 10). This section deals with the age, sex, color, nativity and marital condition of a representative sample of migrant family groups.

Security

THE day Alex McLennan, 65, received his first state old age pension check he quit his job as laborer on a WPA project near Spokane, Wash., according to *The Coordinator,* official publication of the state department of public welfare. "I can get along on what the state gives me," Mr. McLennan explained to WPA officials when he walked into their office to quit, "I thought I'd let some younger fellow with a family have my job. . . . I'm better off out of circulation."

Legislation—Governor Olin C. Johnston of South Carolina last month signed that state's unemployment compensation law, effective July first. The measure is of the pooled fund type, with contributions at the rate of 1.8 percent of payroll for 1936 and 1937, 2.7 percent to July 1, 1941. After that, a merit rating system goes into effect, with rate of contribution based on employment record. Employes do not contribute. The law will be administered by an unemployment compensation commission. . . . The joint legislative committee, named at the last regular session of the West Virginia legislature to study the federal social security program has reported, recommending a plan whereby the state may participate. Unemployment compensation is not included. If enacted, it means the abolition of the present state relief department, passing back to the counties responsibility for the destitute. Counties unable to bear this burden may obtain aid from the

state. . . . A commission representing twenty-six states to work out a cooperative social security legislative program was authorized by the general assembly of commissioners on interstate cooperation, meeting in Chicago. The commission was created to solve problems of payroll taxation, public assistance and unemployment insurance "raised by the federal social security legislation . . . and requiring joint action by the states." States covered by this action are: Colorado, Florida, Indiana, Kentucky, Mississippi, Nebraska, New Hampshire, New Jersey, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Virginia, Maryland, Arizona, Arkansas, Georgia, Idaho, New Mexico, Oregon, Tennessee, Texas, Washington, West Virginia, Wyoming. . . . Governor Leche of Louisiana issued a proclamation last month authorizing the present state relief organization to cooperate with the federal government's social security program, so that the benefits of the program may become immediately available. It is held that this will put the cooperating state program into effect, without waiting for the November election when voters are expected to approve a constitutional amendment giving the state authority to levy taxes to finance the program.

Administration—Permanent personnel of the Social Security Board now numbers 550, and has been recruited, with the exception of attorneys and experts, from Civil Service registers. The Act permits the appointment of attorneys and experts without regard to Civil Service. . . . The Board is working out plans for a listing of some 26 million workers who will come under the old age benefit system, which becomes effective January 1, 1937. More than 4000 temporary field workers probably will be used. . . . The Colorado Civil Service Commission has ordered salary cuts for state social security administrators, declaring, "Social security funds should be spent for the benefit of the aged, the blind and other recipients of aid, and not for high salaries to administrative officers." Three officials were cut $600.

Pennsylvania's Blind—A survey of the blind throughout the state is being made by the Bureau of Research and Statistics of the State Department of Welfare. It is indicated that one out of 1131 persons over twenty-one years of age in the City of Philadelphia is either blind or partially blind. More than 11,000 persons over twenty-one years of age have applied for aid under provisions for the blind made by the state-federal social security program.

Child Cripples—The Crippled Children's Society is making a survey of the child cripples of the District of Columbia. The study will cover the medical, educational, recreational and vocational needs of the children. When completed, the study will be put at the disposal of the Board of Welfare's newly created division for the care of crippled children. . . . To June 1, Texas had aided more than 1100 crippled children in the operation of this part of its social security program. Aid included hospitalization, medical and surgical attention, braces. It is reported that the work of this division under the Texas Department of Vocational Education is so organized that no crippled child entitled to aid need wait more than forty-eight hours before receiving attention.

Old Age Benefits—Twenty-three county almshouses in Alabama have been closed and their tenants moved in with relatives or placed in foster homes since the state's social security program began to function . . . California's monthly old age assistance payments were increased to a minimum of $35 when a two-day session of the legislature appropriated $2,500,000 for old age purposes and relief. The former old age assistance act provided a minimum monthly payment of $20. . . . An amendment to the old age security law adopted at the same session of the California legislature makes women eligible to old age assistance. Women were heretofore barred by a special clause in the law.

Report and Record—Security or the Dole? is the latest pamphlet in the series published by the Public Affairs Committee. (Price 10 cents, direct from the Committee, National Press Building, Washington.) It was prepared by Maxwell S. Stewart, in cooperation with the staff of the Committee on Social Security of the Social Science Research Council. . . . The development of the Social Security Act is followed in a careful reading list issued by the Industrial Relations Section, Department of Economics, Princeton University. It includes public documents and general magazine articles. A more comprehensive bibliography on social insurance is in preparation. . . . The Tax Policy League (309 East 34 Street, New York) publishes The Townsend Plan Analyzed, presenting "the chief reasons why the Townsend Plan is impracticable." The League favors liberal old age pension plans.

Among the States

ON July first, Illinois began relief operations under new procedures set up by the Legislature. Complete responsibility for administration is vested in township supervisors in counties where township organization exists, in boards of commissioners in counties without township organization, and in the City of Chicago for Cook County. The Illinois ERC is responsible for determining and certifying the needs of the local units to the state auditor. Funds are available from proceeds of the Retailers' Occupational Tax to the amount of $2 million a month, substantially less than amounts hitherto available. These funds may not be used for anything but relief; salaries and all other administrative expenses must be met by local taxes, which must also supply funds for relief purposes. State funds will not be allocated unless the local unit has made a tax levy for relief in the amount of 30 cents per hundred dollars assessed property valuation.

What Price Records—With the liquidation of state emergency relief organizations, accumulation of case records, monumental in some places, becomes a problem. The Texas Relief Commission is making an effort to have the county welfare agencies take them over, but there are counties which "object" to this; partly, it seems, because they must usually provide their own equipment for filing and storing. It seems not unlikely that when the Commission winds up its work it will still hold a substantial "bag" of "confidential" records but with no place to put them. . . . The Illinois ERC must, under the law, retain possession of all its case records, but it hopes to devise a plan by which they may be made available for consultation by local relief officials. Meantime it offers to supply each local official responsible for relief, under the procedure instituted July 1, with a copy of essential records—application form and budget form—for each case transferred to his jurisdiction. Acceptance and use of such records is optional with the official.

Definitions—The California SRA has made a new effort to define "employable persons eligible for aid from the state relief administration." It takes only a phrase to define an employable—"able-bodied and mentally fit"—but when it comes to "non-employables . . . those suffering from physical or mental handicap or disability," it takes two pages to list the exceptions, and the "special classes." These last are two: active drug addicts registered with the State Narcotic Division, and the "habitually intemperate as determined by their social history which may include employment and arrest records and medical or psychiatric examination."

The SRA applied its new definitions to all new applicants beginning in mid-May and began to comb through the relief rolls to remove "as speedily as possible" persons who did not qualify

under them. It made the proviso, however, that "due consideration be given to the client so that we do not force people off the rolls without some provision being made for them."

Word to the Wise—An eagle-eyed auditor in Michigan has discovered that the new passenger fare rates make railroad travel for ERA employes substantially less expensive than the use of their own automobiles on a mileage allowance. As a result William Haber, state administrator, has "suggested" to all state and local employes that their "cooperation" in meeting the "suggestion" of the auditor general's department would be highly appreciated.

Reorganized—County relief commissions in Michigan are being reorganized "to make possible a greater degree of participation by local governmental officials in the administration of relief." They will henceforth be made up of the chairman of the outgoing county ERC except when he is a county official, the chairman of the county board of supervisors or a supervisor named by him, and a third member recommended by the county board for appointment by the state ERC. There are no changes in the personnel, policies or functions of the state body.

Research and Report—Review of Activities of the State Relief Administration of California, 1933-1935. An illustrated official report of 333 pages. . . . Case Load Composition, a study made for the SRA of California by its Division of Special Studies and Surveys, M. H. Lewis, director, for the purpose of determining "the border line cases of unemployables on relief and those entitled to compensation under the Old Age Security Act."

With Rural Relief in Colorado, February-November 1935, by Olaf F. Larson. First bulletin under a cooperative plan of rural research, Colorado State Agricultural Experiment Station, Fort Collins, Colo., and the federal WPA.

Personnel Administration of the Illinois Emergency Relief Administration, Leo M. Lyons, executive secretary. A collection of all the documents relating to personnel qualifications and practices by which a merit system was maintained under emergency conditions.

Supplementary Relief in New Jersey, a study made for the New Jersey ERA by its Research Division, Douglas H. MacNeil, manager. An exhaustive analysis of local facts with interpretation of national significance. . . . Children in Need, the fifth section of a survey of ten thousand families on relief in New Jersey, made by the late lamented ERA. This section covers children under sixteen, "with respect to their schooling, family circumstances and probability of support by their own families or by public funds."

Relief

WHEN a windfall in the form of of a huge inheritance tax payment enabled the New Jersey legislature to appropriate $6 million for relief without stepping on taxpayers' toes, it promptly dropped any further consideration of relief organization or financing and adjourned *sine die*. Relief thus remains in the hands of the overseers of the poor where it was flung two months ago, with such allocations from the $6 million as the governor and his newly formed relief committee may make. Meantime Harry L. Hopkins has released a preliminary report of a study of conditions in New Jersey after relief stopped, a study similiar to those WPA has made in other communities. The investigators found the situation confused and unequal. In some few communities standards of relief were fairly maintained; in others drastic cuts in the relief rolls and in standards had resulted in "starvation and disease stalking through many a dilapidated home." Investigators found that the deliberate "treat 'em rough" policy adopted in some places went so far as to require the client's statement, "I have declared myself a pauper," written on grocery orders. They found slight evidence of "chiseling," but a great deal of evidence that seasonal employment is enabling many people to remove themselves from the relief rolls. The general implication of the study seems to be that without state aid and leadership, backward communities drop at once to a level of poor relief below any civilized standard.

Check and Recheck—With relief funds dwindling and a considerable wing of public opinion increasingly critical of continued high expenditures, many local administrations are struggling to find a painless way to reduce the relief rolls. In New York City the ERB has undertaken a reexamination by a special corps of supervisors of all the 203,384 cases on home relief in June. This is not, says Charlotte E. Carr, executive director, "to reduce the rolls by the use of hair-splitting legal technicalities," but to make a comprehensive "social audit" of the case load. "Where errors are found, or evidence of need is not and cannot be established, cases will be closed."

The Connecticut ERC has directed an immediate review of all relief cases, in the belief that under the present seasonal and industrial conditions certain cases could be closed or their allowances reduced. The Commission has also ruled that relief supplementing inadequate earned budgets must be given on an emergency basis.

Not all efforts to recheck lists work out. Illinois, for example, thought to check by closing all cases of families with an employable member and only reopening when that member presented three statements, signed by local employers, that he had applied for a job. The net result of that idea was a loud protest from employers who were so besieged by applicants that merely signing the statements swamped their employment offices. The latest Illinois regulation requires that an applicant make an affidavit that he unsuccessfully sought work from three potential employers, whose names he is willing to give.

St. Louis, which has been one of the hot spots of relief for months past, qualified its appropriation, which brought available funds up to $923,000 for four months, by limiting relief to "registered voters, taxpayers or former taxpayers." How this means of checking will dispose of women who have never troubled to vote, or young people not of voting age, is not clear. Meantime the American Workers' Union, an organization of the unemployed, and the newly formed Committee of One Hundred, chairman Dean Sidney E. Sweet of Christ Church Cathedral, are vigorously protesting the inadequacy of available funds and challenging public inertia.

Overhead—In an effort to discover where it stood in relation to other cities in the cost of administering relief, the Boston Department of Public Welfare collected figures from the relief organizations in nine different cities where comparisons were reasonably fair, if not a hundred percent accurate, statistically speaking. It found that against the Boston ratio of 7.8 for administrative costs to total costs, the other cities were as follows: Baltimore 11.9, Cook County (Chicago) 8.7, Cuyahoga County (Cleveland) 9.4, District of Columbia 15.5, Hartford 11.4, New Haven 11.2, New York ERB 16.4, Philadelphia 7.4, St. Louis 10.1.

In New York—An occupational survey of the adult relief population of New York City as of May 1 shows that nearly 75 percent of the 214,257 adults then receiving relief were able-bodied and employable. Of the 53,993 classified as unemployable, 28,148 men and 17,296 women were permanently disabled, and 8549 women were unable to work because of small children in the home. . . . To encourage its clients to snap up any job offered, however temporary, the

ERB has formally reminded them of its policy of quick reinstatement on relief rolls when jobs end and help is still needed. Not more than forty-eight hours delay is the promise. Between February 21 and June 1 a total of 6795 workers dropped by WPA returned to relief, thus swelling the city's relief budget by some $231,400 a month.

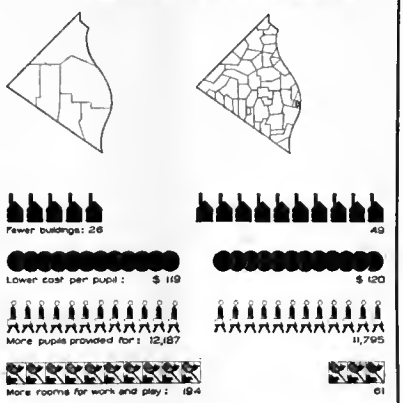
Youth

THE University of North Carolina gave youth a chance to speak for itself at graduation, when the commencement speaker, John W. Studebaker, U. S. Commissioner of Education, led a discussion instead of making an address. Dr. Studebaker said, "What I think is not half so important as what these young people think. They are the leading characters in today's scene. . . . The question posed for the discussion is 'Where do we commence?' " The panel of five seniors, chosen by the faculty in consultation with student groups, represented varying points of view. The representatives of the 425 members of the graduating class devoted part of the discussion time to objectives, and part to an exchange of views as to how these objectives might be attained.

After Highschool—What has happened to 5010 boys and girls who graduated from Denver highschools in 1929, 1933 and 1934 was the subject of a recent study by the Bureau of Business and Social Research of the University of Denver, continuing two earlier follow-up studies. The purpose of the surveys was to gather data useful to curriculum makers, and to educational and vocational counsellors. The survey shows that about 40 percent of the group entered college, with a drop from 57 percent in 1929 to 34 percent in 1934. Two fifths (2001) of the total were employed at the time of the study, the largest group of these (nearly 14 percent) as "general office help"; 10 percent as salesmen, 9 percent as stenographers. Of the 3009 reported unemployed, 1140 were seeking jobs.

Replies on reading habits showed that most of the highschool graduates regularly read a newspaper; that one out of two had read a book within the three months previous to the interview; that one out of four was reading a book at the time. Three out of four read one or more magazines regularly.

Study of Youth—The American Youth Commission in the next year will make an intensive study of the needs and status of youth and service provided to meet those needs in one state (Maryland), in several cities of varying size, and also in typical rural counties. . . . Youth Faces the World, the current issue of *Building America* (425 West 123 Street, New York) in pictures and text discusses youth's problems of education, employment, leisure, crime, peace, organization.



The advantage to children and taxpayers of reorganizing old-fashioned school districts into modern administrative units, is shown by the school building survey of Rockland County, N. Y., recently made by the U. S. Office of Education at the request of the vocational education and extension board of the county. School Life for May carries a summary of the study, which is of wide significance

Girls Adrift—Broken homes are responsible for most of the troubles of young girls who turn to the Church Mission of Help, according to the annual report of that social agency of the Episcopal Church which does non-sectarian case work among young women sixteen to twenty-five years of age. Of the cases handled last year, 71 percent came from broken homes. Problems submitted to the agency by the girls included material need and also emotional difficulties which had resulted in some instances in broken health, in others in anti-social behavior. Half the girls given care were under twenty years old.

Ohio Advises—A student-faculty enterprise at Ohio State University which, since it was instituted ten years ago, has supplied vocational information each year to women students is described in a "progress report" from the office of Dean Grace S. M. Zorbaugh. A Vocational Information Conference Committee, made up of fifty-five students, faculty members and administrative officers, meets weekly through the fall, monthly the rest of the college year. Its program includes a mass meeting in November "designed to arouse vocation-choice consciousness among students." This is followed by a series of group conferences on specific occupational fields. There were sixty such conferences in 1935-6, including architecture, bacteriology, dentistry, dramatics, education, public service, law, modern languages, pharmacy, and so on. Conference leadership was secured from the university staff, business and professional people in the community, and public officials of the city and state.

A bibliography of books and magazine articles on occupational opportunities for women is prepared each year, and is available to the students in mimeographed form.

Campus Issues

IN the tension and disorder that marked the close of the New York Legislature a resolution was passed calling for a broad legislative inquiry into communism in the public schools. The originally proposed appropriation of $150,000 was cut to $15,000, to finance a committee of inquiry made up of three state senators and three assemblymen. The resolution was introduced by Senator McNaboe, Tammany Democrat.

City College—The Board of Higher Education of New York City by a fourteen to seven vote upheld the fitness of Frederick B. Robinson to continue as head of City College. After adopting a resolution to that effect at a meeting last month, the Board voted to appoint a subcommittee to inquire further into the administration of the college, where there have been frequent clashes between students and college authorities, and charges that academic freedom is curtailed. [See *The Survey*, March 1936, page 79.]

Freedom to Teach—In a national poll, the Institute of Public Opinion recently asked, "Should schools teach the facts about communism, fascism and socialism?" Of the replies, 62 percent voted "yes," 38 percent "no." In a supplementary poll, the Institute asked, "Should college teachers be free to express their views on all subjects including government and religion?" To this, 59 percent answered "yes," 41 percent "no." . . . Restrictions on freedom of teaching in schools and colleges since the War are summarized in The Gag on Teaching, recently published by the American Civil Liberties Union. (Price 10 cents, direct from the Union, 31 Union Square West, New York.)

Missouri—Attorneys for the University of Missouri have made public their answer to a suit brought by Lloyd Gaines, a young St. Louis Negro who seeks admission to the School of Law of the University. The return sets forth

that admission of Mr. Gaines to the university would violate both the law and policy of the state, which makes separate educational provisions for whites and Negroes. For many years the Legislature has provided funds to the curators of Lincoln University (a Negro institution, which has no law school) to pay fees of Negroes desiring to study subjects not taught at Lincoln, in order that they might attend institutions of equal rank where the courses are available and where Negroes are admitted. In the last two years, Missouri has spent about $20,000 for this purpose.

Against Crime

A REPORT on the social and mental characteristics of offenders brought before New York's Court of General Sessions has been made for the Psychiatric Division by Dr. Walter Bromberg and Dr. Charles B. Thompson, attached to the Court's psychiatric clinic. Less than one percent of the "ordinary" criminals whom they examined were found to be "definitely insane." Their findings, together with diagnoses made by the Lunacy Commission and records of Bellevue Hospital combine to show an average of only 1.55 percent of psychotics among persons convicted of felonies in the General Sessions Court. A considerably larger number were found to be emotionally unstable, or to have "fixed abnormalities of personality make-up." The largest classification was the "agressively antisocial type," and the next the "immature adolescent."

With the Courts—The 1935 law, by which the New Jersey Legislature provided that children under sixteen should be exempt from prosecution for statutory crime in any but juvenile courts, has been held unconstitutional in a local court. The case in which the ruling was made probably will be appealed as laws believed to be similar have been held constitutional in twenty or more states.

The Church Mission of Help of the Diocese of Pennsylvania, working with the Philadelphia Bar Association, has achieved a new procedure, believed to be unique, to make possible private court hearings in fornication and bastardy cases. A private waiting room is provided and only the judge, jury, and the parties and witnesses concerned are admitted to the court room.

Ambitious Plan—The Juvenile Aid Bureau of the New York Police Department, successor to the Crime Prevention Bureau, is proposing a large scale plan for "bringing club facilities and a recreational program to two million New York boys and girls who now lack them." Byrnes MacDonald, youthful director of the Bureau, hopes to enlist the cooperation of five thousand young men on the police eligible list, in organizing boys into a Junior Police Force which will "get together every night for recreation." Cornerstones of the program are neighborhood councils cooperating with the police in closing resorts unhealthy to youth; full utilization of all existing facilities and a nonpartisan board to coordinate all youth activities of city departments.

Reemployment Program—In expanding its activities in behalf of prisoners, the Osborne Association has added to its staff Viola Ilma, who directed the first Youth Congress and is editor of the *Voice of Youth*. Miss Ilma will help in the rehabilitation and especially with the reemployment of young offenders after their release from institutions.

In Print—The annual report of the U. S. Probation and Parole Service in the eastern district of Missouri presents a strong case for community cooperation in its problems. (From Milton Weiffenbach, chief probation officer, U. S. District Court, Federal Building, St. Louis, Mo.) . . . The February and March *News Letters* compiled by Joel R. Moore, Supervisor of Probation, Department of Justice, Washington, D. C., trace the significance and historical development of probation's place in criminal justice.

Institutional Treatment of Delinquent Boys, Part II, by Katharine F. Lenroot, chief of the U. S. Children's Bureau, on which she based a recent article in *The Survey* [May 1936, page 139] is now released for distribution. (Publication 230. On request from the Children's Bureau, U. S. Department of Labor, Washington, D. C.) . . . An annotated bibliography on juvenile delinquency has been prepared, in mimeographed form, for the U. S. Attorney General's Advisory Committee on Crime, Justin Miller, chairman, by Caroline Shurtleff, of the public library, Washington, D. C., Helen Fuller, for the Committee and Edgar M. Gerlach, of the Federal Bureau of Prisons.

Merit Systems—By order of its governor, Michigan has installed a merit system for the selection of future prison employes and a training program for guards and has provided for the dismissal of incompetents "regardless of political connections." . . . A step towards arousing public interest in improving probation personnel in the adult courts was taken by the board of the Connecticut Prison Association when it passed a resolution favoring statutory requirement that adult probation officers be appointed only from an eligible list certified by the Association. "The success or failure of probation depends in large measure on the type of probation officers who are available or who may be appointed if available," said F. C. Walcott, the State's Commissioner of Welfare.

Work and Workers

ON behalf of the United States government, the American delegation presented resolutions to the International Labor Conference now meeting in Geneva, asking: that the International Labor Organization investigate technological unemployment and indicate national and international measures for social security; that the Conference act to safeguard workers' freedom of association; that the ILO renew its silicosis inquiry. The American delegates are John G. Winant, head of the Social Security Board; Frieda Miller, director of the New York State Division of Women in Industry; Emile Rieve, president of the Federation of Hosiery Workers; Marion Folsam, treasurer of the Eastman Kodak Company.

Minimum Wage—After a series of conferences following the U. S. Supreme Court decision throwing out the New York Minimum Wage Law, thirty-seven of the leading laundry owners in New York City announced that they will continue to fulfill the provisions of the wage order for their industry. This group of laundries employs about 10,000 persons and claims 75 percent of the retail laundry business of the city. [See *Survey Graphic,* July 1936, page 412.] . . . Attorney General John J. Bennett of New York announces that he will petition the U.S. Supreme Court for a rehearing of the Minimum Wage Law case. Lawyers have called attention to the passage in the majority opinion of the Court in which Justice Butler pointed out that the arguments in favor of the Law attempted to distinguish it from the District of Columbia Law, held unconstitutional in the Adkins case: "No application has been made for a reconsideration of the constitutional question there decided." These lawyers urge that New York ask specifically for a review of the Adkins case on which the Court depended in throwing out the New York Law. At a meeting of representatives of twelve states having minimum wage laws for women, called by the Secretary of Labor in Washington last month, the conferees decided to cooperate with New York State in any effort made to obtain a rehearing. . . . While the Connecticut law, passed in 1933, is not technically affected by the decision, State Labor Department officials hold that "The recent decision of the Supreme Court . . . means that there can be no compulsory legal regulation

of wages for the present." Plans to extend the compulsory sections of the law to a number of women-employing industries in Connecticut—laundries, cleaning and dyeing, undergarment factories, and so on—have been abandoned.

Formation of a committee of lawyers to cooperate with labor and other organizations in redrafting the New York Minimum Wage Law is urged by Prof. Herman A. Gray, chairman of the New York Unemployment Insurance Advisory Council, and by Albert Wald, former state senator, who introduced the Minimum Wage Law in the legislature. . . . The National Consumers' League (156 Fifth Avenue, New York) announces the organization of a committee to study possible methods of securing a measure of public control over hours, wages and other working conditions. The League will call a conference of representatives of a number of interested organizations in the fall to consider the committee's report and to work out a program of action.

Elmer F. Andrews, New York State Industrial Commissioner, speaking before the State Hotel Association, asked the hotel men to comply voluntarily with the provisions of the Minimum Wage Law. A wage standard for the hotel and restaurant industries had been established but had not been made operative before the Law was held invalid. Commissioner Andrews also stated that the State Labor Department would make studies of wages and working conditions of women employed in beauty parlors, candy factories and needle trades, with a view to establishing fair minimum wage standards in those industries and seeking voluntary compliance. The New York State Hotel Association took the lead in raising a fund to fight the question of the Law's constitutionality through the courts. A State Labor Department study recently showed that 74.1 percent of the women employed by hotels and restaurants in New York City earn less than $13, the minimum set by the National Industrial Conference Board on which a single woman living alone in New York City could maintain "a fair American standard of living."

Steel Union—A campaign for organizing steel workers in one great industrial union instead of along craft lines was launched last month. [See *Survey Graphic,* February 1936, page 71.] An agreement was signed by representatives of the Amalgamated Association of Iron, Steel and Tin Workers by which that organization affiliated itself with the Committee for Industrial Organization, and accepted the Committee's program for an immediate $500,000 organization drive. John L. Lewis, head of the United Mine Workers, is chairman of the Committee, made up of representatives of nine national unions. Under the agreement, a Steel Workers Organizing Committee is to be appointed by Mr. Lewis, with two members representing the Amalgamated.

Record and Report—Spencer Miller, Jr., is editor of What the International Labor Organization Means to America, a symposium growing out of the round table on the subject which he conducted at the Institute of Public Affairs at the University of Virginia last summer. (Price $1.50 from the Columbia University Press.) . . . The Textile Primer, by Harold O. Hatcher is offered by the Council for Social Action, a church group, as "a case study of competitive industry." (Price 10 cents from The Council, 287 Fourth Avenue, New York. Quantity rates). . . . The setup and program of the educational camps for unemployed women under FERA is described in a very interesting illustrated report by the Administration (1734 New York Avenue, N. W., Washington,) published in May, covering the 1934 and 1935 seasons. . . . In a new pamphlet, published by the Christian Social Justice Fund, A. J. Muste pictures the automobile industry and details the efforts to organize its workers. (The Automobile Industry and Organized Labor. Price 15 cents from the Fund, 513 Park Avenue, Baltimore.)

Traffic Safety

MILE for mile of travel, American motorists had fewer accidents in 1935 than in 1934. Yet deaths due to automobiles increased by 900, reaching the all time high of 37,000, and accounting for two thirds of all fatal accidents. Despite this general rise in traffic fatalities, R. L. Forney of the National Safety Council holds that there has been decided progress in traffic safety in three directions—among school age children, in license law states and in cities over 10,000 population. Among children of from five to fourteen years there were 300 fewer motor fatalities last year than in 1934. There was a reduction of 8 percent in 1935 in the average motor vehicle deathrate on a gasoline consumption basis in states having a standard drivers' license law and comprehensive administration over a period of years. During the past ten years, license law states showed a reduction of 21 percent in their deathrate in contrast to an increase of from 4 to 33 percent in other states. Finally auto deaths in cities of over 10,000 people decreased nearly 9 percent in 1935, while in rural areas they rose 9 percent. Moral: National child safety education, a standard driver's license law and state-wide methods of more effective driver control should be incorporated in the accident prevention program of every state.

It's No Accident That We Have Accidents

Good Old Summer—April, with some hundred more motor traffic deaths than the preceding month, brought the usual spring rise in vacation-time fatalities, which mounts during the summer to a peak in October. How this summer curve might be flattened out, at least in part, is indicated by the experience of Flint, Mich., where during the past two years 1234 informal backyard safety playgrounds have been developed to keep children off the streets. As the attendance at these and at the supervised civic playgrounds has increased, child accidents have decreased, until last summer they were 25 percent less than in 1934 with not a single child traffic fatality recorded. The total cost of the two-year program has been $402, with intelligent cooperation and hard work as the essential ingredients in this recipe to promote safety for children.

Police Project—The newly organized traffic safety division of the International Association of Chiefs of Police (850 East 58 Street, Chicago) describes in a recent issue of the Association's *Monthly Newsletter* the first accident prevention bureau under its auspices. The bureau, established with funds supplied by the automobile industry, is at South Bend, Ind. Thirty hand-picked policemen, with ten days intensive training in accident prevention work will be assigned to special duty. Meantime, under a modern municipal traffic ordinance the traffic system will be reorganized to include timing of traffic lights, laning of streets, and so on. Cooperating with the Civic Safety Council of South Bend, formed to put over the program, are the Harvard Bu-

reau for Street Traffic Research, the National Safety Council and Purdue University. A similar accident prevention section, organized by the Louisville police last July, is reported as largely responsible for a 40 percent reduction in traffic accidents in that city.

Out of School

OPPORTUNITY to find out how much leisure you have and what to do with it is offered by the Russell Sage Foundation Library in an admirable selected, annotated bibliography of books, reports, magazine articles. (Price 10 cents from the Library, 130 East 22 Street, New York.) It is a revision of an earlier publication.

Libraries—Federal aid for libraries on a permanent basis was endorsed by the council of the American Library Association at its recent meeting in Richmond. The executive board was authorized to proceed with a formal request for such aid. The council also voted to establish a board on the resources of American libraries to study present resources, suggest future distribution of materials, and cooperate in utilizing them to the best advantage. The conference brought together nearly 3000 librarians, library trustees and others interested in reading problems and library service. . . . The conclusions and recommendations of the special committee on library aid, authorized by the Denver meeting of the American Library Association in July 1935, include: a system of federal grants in aid to libraries; use of such funds to aid state library agencies for administration, public libraries, school libraries, demonstration and experimental libraries; coordination of library resources on a regional and national scale. The committee holds that control and administration of library service should remain with states and units of local government, with allotment of federal funds through a federal library agency on bases of population and need. . . . The Equal Chance is a survey of public library needs and resources in this country in text and striking charts. (From the American Library Association, 520 North Michigan Avenue, Chicago.)

On the Air—A new plan to promote the use of radio for educational, cultural and civic purposes was endorsed by the seventh annual Institute for Education by Radio, recently held in Columbus, Ohio. The plan calls for the formation of boards, national, state and possibly regional "to direct programs in the public interest"; securing allocations of time to such boards; securing funds for program-making purposes; experimental demonstration of socially profitable broadcasts. . . . A survey of radio use among the 10,000 members of the boys' and girls' clubs of the Children's Aid Society, New York, shows that these children spend twenty-one times as many hours in listening to the radio as in reading. The majority listen in for two hours a day. Eighty percent of the girls and 92 percent of the boys eleven to sixteen years of age prefer adult to children's programs. The children expressed a wish for more sports, more programs dealing with science, more nature stories, more programs originating in foreign countries. . . . America's Town Meeting of the Air, inaugurated last October by the League for Political Education and the National Broadcasting Company, will resume after the national election. More than 35,000 letters from every state and from overseas were received during the first season. The meetings which caused the most comment in the press and brought in the heaviest fan mail were those on Young America Looks Forward, The Townsend Plan, and Which Way Capitalism?

Women in Uniform

A JUNE headline for nurses came in the unanimous vote of the New York City Board of Aldermen for an eight-hour day for employes of municipal hospitals, excepting administrative officials, superintendents of hospitals and of nurses, doctors, pathologists, X-ray men and ambulance drivers. The measure, which would add about $1 million to the Hospital Department budget, goes next to the Board of Estimate and the mayor. It specifies that the eight-hour limit may be suspended in emergencies. A similar measure affecting New York State hospitals became effective July 1.

TB Testing—As the result of a survey, hospitals and sanatoria in the province of Ontario, Canada, now are required to give a tuberculin test to all nurses and student nurses within a month after they enter the institution. Those who react positively must have an X-ray examination, while non-reactors must be reexamined each year while in the employ of the hospital. Records must be available for inspection by the Department of Health. Pupil nurses receive instruction in protecting themselves from infection and are not permitted to care for tuberculous patients until they have had this training.

Added Training—As an adjunct to its program in syphilis control the New York State Department of Health is giving a stipend of $100 plus tuition fees to selected public health nurses engaged in venereal disease activities, to enable them to take the summer course in social hygiene worked out by Syracuse University in cooperation with the Department. The basis of selection includes past records, present position and personality of applicants. The Department has urged local health officers to encourage at least one nurse in every local department to take the course.

Complementary—Medical social workers and public health nurses have functions that complement but do not duplicate each other, reports the Committee on Medical Care in Community Health of the American Association of Medical Social Workers. The Committee finds that the nurse's central focus is upon health and her characteristic method is education. The social worker's focus is upon the social aspects of health and she goes further than the nurse in studying and treating the social maladjustments related to illness. The nurse plays a more distinctive role in the field of prevention of disease.

Good News—"With unemployment in nursing rapidly passing . . ." says *The American Journal of Nursing* in leading off an editorial, "there are evidences of a definite shortage of nursing service in certain areas. This seems particularly true of hospital staff nursing."

Medical Relief

STUDYING families returned to local relief because of discontinuance of the New Jersey ERA, the WPA Division of Social Research found lack of medical care "particularly serious."

Doctors Disagree—The New Rochelle, N. Y. Medical Society has protested vigorously the change of medical relief policies in that city whereby care is given to the sick in relief families by part time city physicians, rather than by the families' own physicians, paid on a fee-per-call basis out of state relief funds. The *Bulletin* of the Westchester County Medical Society declares editorially that the fee-per-call system operated under FERA Rules and Regulations No. 7 has met "with reasonable success in every community in the country during the last few years" and finds that New Rochelle "has taken a step backward."

Who Got Free Care?—Examining its case load, in a week last November when illness was light enough to allow time for the nurses to help in a survey, the Henry Street Visiting Nurse Service in New York found that cases of WPA families were 50 percent more numerous than those of families on

home relief. "The WPA income cannot pay . . . for service," the study concludes in the report. In all, the Visiting Nurse Service cared for 975 cases in relief families during that week, of which only 164 were billed to relief funds. Cost of care for fifteen was met through some relative or friend and for 259 through their insurance policies, while 520, more than half the relief cases, were carried free by the Service, because the number of visits authorized by relief measures already had been given, or because patients otherwise fell outside relief rules. Since that study was made, a ruling has gone into effect in New York whereby medical relief recompensed out of public funds may not be given to WPA clients unless they also receive home relief.

Resolution—The executive committee of the American Association of Medical Social Workers has sent to President Roosevelt and other federal officers copies of a resolution expressing the organization's belief that medical care should be provided out of federal funds for persons employed in the federal works program, and that "a permanent comprehensive medical care program be developed under the medical leadership of a centralized public authority."

Relief and Disability—A study by FERA of 165,000 relief families in seventy-nine cities, made in 1934 and reported in the current issue of The Milbank Memorial Fund *Quarterly* (40 Wall Street, New York), found "a concentration of handicapped persons in the relief population." Disabilities were reported for 11 percent of those employed on work projects and 15 percent of those seeking work. Among persons sixty-five years of age or over, 68 percent reported a serious mental or physical disability. White males on relief showed a higher prevalence of disabilities than Negroes, and relief persons in the professional and proprietary groups as high a proportion as those in other occupations.

Around the Corner—Zero hour in the overcrowding of public hospitals apparently coincided with that of business. *The Social Statistics Bulletin* of the federal Children's Bureau, (Vol. IV, No. 1, May 1936) reports a slight but steady decline in the number of patient-days in public hospitals in 1934 and 1935, though in 1935 they still were 15 percent above the 1929 level. Conversely, private hospitals are approaching the amount of service given in 1929, though still below it. Similar trends are shown in public health nursing on the part of public and private agencies. Clinics and conferences of public agencies recorded 80 percent more visits in 1935 than in 1929, and those of private agencies recorded 39 percent more.

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MERCUROCHROME, H. W. & D.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md

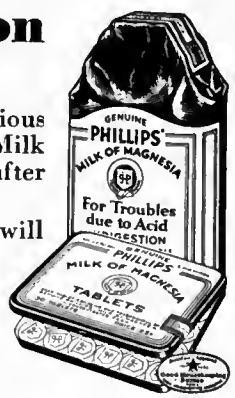
Relieve Acid Indigestion

ALMOST INSTANTLY THIS WAY

People who suffer from "stomach upsets" and various forms of indigestion find quick relief in Phillips' Milk of Magnesia. Just take 2 teaspoonfuls 30 minutes after eating, and again at bedtime.

Relief will come in a few minutes. Your stomach will be alkalized—soothed. Nausea, upset distress disappear. Results come fast. Phillips' Milk of Magnesia is a potent, *natural* alkalizer.

Be sure the product you buy is clearly marked, *Phillips'* Milk of Magnesia.



PHILLIPS' *MILK OF MAGNESIA*

Food

THAT diets of average families in almost all countries are deficient in essential factors is the upshot of a report made by twelve experts on nutrition to the Health Committee of the League of Nations. Both in Europe and in this country people lack sufficient food containing minerals (such as milk) and vitamins, and consume too much sugar and white flour. Special studies in this country and abroad reach similar conclusions.

England—A study by the Rowett Research Institute and other experts (Food, Health and Income, by John Boyd Orr, Macmillan, 71 pp. Price $1 postpaid of *The Survey*), finds that nearly half of the people in families of the United Kingdom fail to receive an adequate diet and that health and stature are less favorable in the low income groups when diets are most deficient. The report remarks that a chief difficulty in dealing with the problem comes from the fact that it does not fall within any single department of state. "This new knowledge of nutrition, which shows that there can be an enormous improvement in the health and physique of the nation, coming at the same time as the greatly increased powers of producing food, has created an entirely new situation which demands economic statesmanship." . . . The National Conference of Labor Women, held in late May, made nutrition the chief subject on the agenda, and received a committee report urging, among other recommendations, that milk be distributed free to pregnant women and to children during all of their school life.

Pan-America—The Pan-American Conference of National Directors of Health, meeting in Washington in the late spring, passed resolutions, among others, declaring that public education in nutrition is one of the duties of local health agencies, and suggested as a topic for the next Pan-American Sanitary Conference "the study of alimentation of man in America, in its various phases,

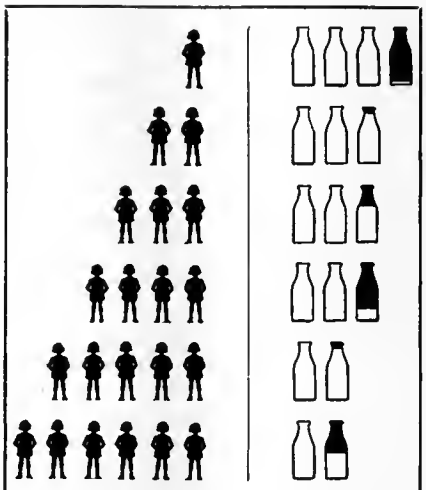
as a subject of great importance for the future of the population. . . ."

How Kent County, Michigan pursued dietary principles through the maze of relief funds and policies, September 1933—April 1936, is summarized in a mimeographed report Diets And Dollars, by the Nutrition Department of the Social Service Division. (Kent County Welfare Relief Commission, Grand Rapids, Mich.)

Milk—The less money, the less milk is one of the findings of the National Milk Survey of nearly 29,000 American families made by committees of women in fifty-nine cities working with the Consumers' Counsel of the AAA. On the average families were found to use about half the quantity considered satisfactory. The lack was especially serious among low-income families and families with many children. The report, A Survey of Milk Consumption in Fifty-nine Cities of the United States, will be available shortly on request of the Consumers' Counsel, Agricultural Adjustment Administration, Washington, D. C. . . . Similar facts are reported from a study of the U. S. Children's Bureau, cooperating with the National Organization for Public Health Nursing, which found that among some 10,000 families only 8 percent had an adequate milk supply, while 48 percent had less than half their estimated needs. . . . Intricacies of milk marketing are apparent from investigations by the Federal Trade Commission, among the most recent that of the Chicago area. (House Document No. 451, Government Printing Office, Washington, D. C.)

Food and Drugs—As this issue went to press, it was settled that the present Congress would take no action on the Food, Drugs and Cosmetic Bill. Critics of the proposed measure, including the Bureau of Legal Medicine and Legislation of the American Medical Association, declare that it had been so "emasculated" as not to warrant support. . . . Finding that canned dog and cat foods have been used for human consumption in hard times, California has a new measure, effective June 3, requiring that such products comply with the state Pure Foods Law and that they omit any label or claims that they are "fit for human consumption."

On Relief—A phase of relief-giving on the side of permanent gains, is the widespread development of nutrition services. While these grew naturally from the need to make the small relief allowance go as far as possible, the services now reach out, into home management, special and corrective diets, and suiting food to needs of racial and national groups. Some now train housewife clients in cooking and elements of nutrition.



When a family has one child, the National Milk Survey learned, each member of the family gets an average of 3.06 quarts of milk per week. When children are more numerous, drinks of milk are fewer. The six-child families use on the average only 1.6 quarts per person per week.

In Essex County, N. J., a nutrition project of the State ERA which, unhappily, was discontinued as state relief funds expired, had organized 152 nutrition groups with an enrollment of more than 2500 women. At first, the county nutrition expert's advice was spread only through relief visitors. Later, as a work relief project, a staff was chosen from women relief clients who represented various racial and national groups with special dietary requirements. They were trained in techniques and low cost meal planning in staff meetings and a series of institutes. Recipes were adapted to materials on hand, modernized, and nationality menus prepared. Workers then held small neighborhood group demonstrations for clients, to which there was eager response.

In New York City the Nutrition Department of the ERB has been changed to the Home Economics Service. Under its widened function, this department will be "a home economics and home planning service." Instruction in proper methods of purchasing and preparing appropriate foods is given.

Professional

ANNOUNCED as "a thorough analysis of the social work program of an American city," The Providence Survey recently was published by Community Chests and Councils, Inc., on the three-hundredth birthday year of the Rhode Island city. The survey appraises for the Providence Council of Social Agencies that city's annual $8 million investment, from voluntary and tax funds, in all forms of social and public health work. Bradley Buell, who directed the Hartford Survey made by Community Chests and Councils two years ago, also was director of the present survey, which goes even farther in its approach to fundamental problems in community planning. The present study is notable for its thorough statistical basis, coverage of governmental agencies and clear differentiation of function between public and private agencies.

Recommendations of The Providence Survey stress coordination of allied services in social and health fields, and suggest machinery to that end, including strengthening the Council of Social Agencies. Mr. Buell shared major responsibility in the study with Paul Beisser, of the Henry Watson Children's Aid Society, Baltimore; Roy E. Sorenson, of the National Council of the YMCA; and Dr. Carl E. Buck, American Public Health Association. (The Providence Survey. Price $1 from Community Chests and Councils, Inc., 155 East 44 Street, New York.)

Pittsburgh—Social Work interpretation in Pittsburgh recently was given a thorough going-over by Mary Swain Routzahn, consultant in social work interpretation of the Russell Sage Foundation, as a part of the general social study of Pittsburgh and Allegheny County. Mrs. Routzahn's comprehensive report, analyzes in detail the social work publicity to which the Pittsburgh public has been treated, through all media. It presents a fat section on resources—"outlets for social information"—and winds up with practical, sound recommendations for future development.

Mrs. Routzahn's study, in characteristic readable and practical style, is available in a mimeographed volume. (Study of Social Work Interpretation in Pittsburgh. Price $1 direct from Federation of Social Agencies, 519 Smithfield Street, Pittsburgh, Pa.)

Meetings—A national conference on The Function of Education in a Democracy, will be held at Antioch College October 16-17, as part of the Horace Mann Centennial celebration, sponsored by the National Education Association. . . . The National Conference of Catholic Charities and the Society of St. Vincent de Paul meet in Seattle August 2-6. . . . The American Society for the Hard of Hearing, which now has 156 local societies, at its recent annual meeting voted to hold national conferences bien-

nially in the future, leaving alternate years for zone conferences.

New Talent—*Social Work Technique,* the new Bi-monthly Technical Journal for Social Workers, published in California (3474 University Avenue, Los Angeles) has announced a prize competition for technical papers by professional social workers who have not already published books, articles or papers dealing with professional subjects. Besides the first prize of $25, $10 each will be paid for other articles submitted which are considered acceptable for publication. Persons interested in competing should send for the May-June issue of *Social Work Technique* (price 30 cents) as certain very specific conditions are made.

Publications—Two new bulletins have been issued by the Social Work Publicity Council, The House Organ—Ambassador of Social Work, and Tell It With Exhibits. Distributed free to service members of the Council, others may have them at a price (35 cents each from the Council, 130 East 22 Street, New York.) . . . The Research Bureau of the National Council of Jewish Federations and Welfare Funds has completed a report concerning opinions on the relation of Jewish and public welfare responsibility to Jewish dependents. (Some Community Opinions Towards Public Support of Local Jewish Relief Needs. From the Council, 71 West 47 Street, New York.) . . . The Council of Social Agencies of Los Angeles, a department of the Community Welfare Federation, in its annual report for 1935 gives a comprehensive picture of careful community planning. . . . . The American Sociological Society has begun the publication of its own official bi-monthly journal, the *American Sociological Review.* The editorial board includes an editor and managing editor, elected for two years, six assistant editors and the president and secretary of the Society. The first incumbents under the new scheme are: editor, F. H. Hankins; managing editor, H. A. Phelps; associates, Jerome Davis, J. K. Folsom, L. L. Bernard, Neva Deardorff, C. E. Gehlke and John L. Gillin. Henry Pratt Fairchild of New York is president.

The paper, Evaluative Research in Social Work, given last winter by Eleanor T. Glueck of the Harvard Institute of Criminal Law before the Association of the New York School of Social Work, has been published for the school as a pamphlet by the Columbia University Press. (Price 25 cents.)

The New Hampshire Foundation, John Pearson, director, has compiled for the state its first Directory of Social and Charitable Agencies. (For distribution "to donors of $2 or more to the Foundation's publication fund," 25 Capitol Street, Concord, N. H.)

New York's courses and lectures for social work training have grown until they fill a seventy-two-page catalogue, which has been published by the New York chapter of the AASW. Description of courses, lecturers, eligibility, costs and other information are included. (Price 90 cents from the chapter, 122 East 22 Street, New York.)

People and Things

HONORARY degrees constituting recognition of a wide variety of services, were generously bestowed at the college commencements just past, in what *The Survey* is pleased to call its field. Among those who received degrees were: Dr. Ellen C. Potter, honored by the New Jersey College for Women; Hon. Frances Perkins, by Alfred University; Abraham Flexner, New York University; Judge Florence E. Allen, Mt. Holyoke; Drs. William J. and Charles Mayo, University of Notre Dame; Dr. Thomas Parran, Georgetown University; Annie W. Goodrich and Fannie French Morse, Russell Sage College; Sarah Wambaugh and Ellen Fitz Pendleton, Columbia University; Mary K. Simkhovitch, Boston University; Mrs. August Belmont, Moravian Seminary and College for Women; Virginia C. Gildersleeve, Smith College; Robert Moses, Yale University; William E. Hall and Robert M. MacIver, Harvard University.

Other Honors—The spring crop of honors, other than academic letters, also has been large. Medals have been given to the following: Morris E. Leeds, of Philadelphia, the Gantt Medal "for distinguished achievement in industrial management as a service to the community"; Elizabeth H. Vaughn, of St. Louis, The Florence Nightingale Medal, an honor which is awarded by the International Committee of the Red Cross; Owen D. Young, the gold medal of the Society of Arts and Sciences, for "great services in the cause of improved international good will." . . . Carrie Chapman Catt recently was honored by the Westchester, N. Y. League of Women Voters; Homer Folks by the naming for him of a new state tuberculosis hospital at Oneonta, New York; Lee F. Hanmer, director of recreational department, Russell Sage Foundation, by the 1936 New York Boys' Exposition for "outstanding service to boys." . . . . Dr. Alice Hamilton recently received the gold medal given annually by the Chi Omega national sorority to an American woman for "public accomplishment."

The National Institute of Immigrant Welfare this year made its first awards for merit to "distinguished citizens of foreign birth who have made significant contributions to American life." Those cited were: Dr. Alexis Carrel, Rockefeller Institute for Medical Research; Jonas Lie, president of the National Academy of Arts and Sciences; and Walter Damrosch, former director of the New York Symphony Orchestra.

New Jobs—The fairly recent Council of Social Agencies of Baltimore has claimed Anna D. Ward, general secretary of the Baltimore Family Welfare Society, to be its new executive. Dorothy Pope, who has "come up through the organization" succeeds Miss Ward at the Family Society. . . . Stanley D. Noble, for four years in relief administration in Illinois, is the new executive secretary for the Wisconsin Society for Mental Hygiene. . . . Dora Margolis, previously case consultant, is director of the Jewish Family Welfare Association of Boston succeeding Maurice Taylor, now of Pittsburgh.

The Social Security Board has added to its growing staff Paul S. Taylor of California, in Research and Statistics; Lavinia E. Engle of Maryland, in the Informational Service, and Lavinia Keys as district supervisor for Public Assistance. Mary E. Austin, since 1928 a division secretary of the New York City Welfare Council, has resigned to become assistant director of the field division, Bureau of Public Assistance of the Board. . . . Under provisions of the Social Security Act, the Ohio Department of Health has added a number of experts to its personnel, among them Gertrude Bush of Toledo, as chief of a division of Public Health Nursing. . . . Rhode Island has appointed, as a board to administer its new unemployment compensation law, Prof. George E. Bigge, economist, Brown University; Joseph F. Cull, Pawtucket silk manufacturer, and John H. Powers, of the United Textile Workers of America.

Viola M. Jones, formerly with the Psychopathic Hospital of Boston and the New York State Charities Aid Association, has joined the staff of the Children's Aid Association of Boston. Marian L. Spencer, publicity supervisor of the Association, has taken charge also of the Intake Department, succeeding Cornelia E. Wright, retired.

The new field secretary of the Boys' Clubs of America is Walter M. Hall, for seven years director of the Boys' Club of Columbus, Ind. William H. Montgomery, of Wilmington, N. C., will be part time field secretary for the South Atlantic states.

The Pennsylvania SERA has appointed Mae Diffenbaugh as state supervisor and assistant director of its relief division. She has been recently with the Philadelphia County Relief Board and prior to that with a number of private agencies. . . . Homer Chamberlin, from the Oregon Tuberculosis Association, is the new executive secretary of the Tuberculosis Association of the Territory of Hawaii, succeeding James Stone.

Spring Elections—The Family Welfare Association of America elected as president Stanley P. Davies, general director of the New York Charity Organization Society, succeeding Mrs. John M. Glenn, who was president for sixteen years. . . . The new president of the National Tuberculosis Association is Dr. Esmond Ray Long, 1932 recipient of the Trudeau medal and director of the Henry Phipps Institute, Baltimore.

The American Medical Association has chosen for 1936-7: president-elect, Dr. J. H. J. Upham, Columbus, Ohio; vice-president, Charles Gordon Heyd, New York; secretary, Dr. Olin West of Chicago, and treasurer, Dr. Herman L. Kretschmer, Chicago. . . . New officers of the Child Welfare League of America are: president, Edwin D. Solenberger, Philadelphia; vice-presidents, Alfred F. Whitman, Boston; Mrs. Paul B. Welles, Plainfield, N. J.; Paul T. Beisser, Baltimore; and Margaret Payson, Portland, Me.; secretary, Leonard W. Mayo, New York; and treasurer, Walter M. Brown, New York. . . . The American Association of Social Work officers nominated for 1936-7 are: president, Linton B. Swift, New York; vice-presidents, Harry Greenstein, Baltimore; Martha A. Chickering, Berkeley, Calif.; Grace Abbott, Chicago; secretary, Leah Feder, St. Louis; and treasurer, Stanton M. Strawson, New York.

Antioch College has named as its fifteenth president, Algo Donmyer Henderson, who has been acting head since the resignation of Arthur E. Morgan to devote himself to the Tennessee Valley Authority. Dr. Morgan will continue as a trustee of the college.

Our Long Arm—The long arm of *The Survey,* through its field staff, reaches far and wide nowadays. Besides the sisters Betty and Ruth Mack, those able and affable missionaries of the *Survey* gospel and collectors of converts, whose range is most of the country, California has Anne Roller Issler and sometimes the Midwest has Lucy Lay Zuber, on special assignment. In their unique position as ears and mouthpiece for Survey Associates, these young ladies have been accepted at many varieties of conferences as practically a tradition (surprising for their years). To their dauntless efforts in an exhausting job, and to the cordial welcome accorded them by *Survey* friends everywhere, Survey Associates acknowledges a very special debt of gratitude.

Settlement News—Kingsley House, Pittsburgh, asks hopefully in a recent bulletin, "Are there any unemployed horses?" It could do with a few, "of reasonable life expectancy," at Lillian Home, its fresh air camp. . . . Connecticut College has named its new dormitory Jane Addams House, of which designation Katherine Blunt, president, said: "I feel that we have brought a real benediction of her great spirit upon the college through this action."

The article, The Settlement Scene Changes, by Ruth E. Zittel and Sidney J. Lindenberg, in the May 1936 issue of *Social Forces,* attracted much attention from settlement workers and others.

Late But Important—Because the announcement fell afoul of last month's closing dates, we are tardy "also rans" in listing recipients of the 1936 awards of the Social Work Publicity Council. The work receiving the Council's blessing included: radio series of the Chicago Social Work Publicity Council; social hygiene feature series of the New York *Daily News;* Social Studies of St. Louis, published by the St. Louis Community Council; newspaper feature series on WPA by Margaret Frawley in the Rochester, N. Y. *Democrat and Chronicle; Federation Illustrated,* of the Federation for the Support of Jewish Philanthropic Societies, New York; Kent County Relief, a newspaper series by Julius Amberg, Relief Commissioner, in the Grand Rapids, Mich. *Press;* year's publicity program of the Seaman's Church Institute, New York; Council of Social Agencies of the Oranges and Maplewood, N. J., for Youth Week Trial and Institute of Family Relations; and the well-known Six Characters of the Family Welfare Association of America.

Deaths

DAME Henrietta Barnett, matriarch of English social work, died last month at the age of eighty-five, having devoted most of her life to Toynbee Hall, founded by her and her husband, Canon S. A. Barnett. Dame Barnett in 1920 was made honorary president of the National Federation of Settlements, following a visit to the United States. She held many high offices, wrote on a wide range of subjects and is credited with the origin of the university settlement movement.

JUST under a year ago *The Survey* reported the pleasant ceremonies incident to the celebration of Dr. Charles E. Little's "first twenty-five years" as superintendent of Letchworth Village, New York's institution for defective children, which he had developed from its very beginning. Dr. Little died suddenly in June. His death is a blow to the professional field to which he had made large and lasting contributions, and a deep sorrow to a wide and devoted circle of friends.

SOCIAL workers who heard the scholarly address of Prof. Thomas Parker Moon of Columbia University at a general session of the recent National Conference of Social Work will be particularly sorry to hear of his sudden death in early June.

LENA C. ROSS, superintendent of Riverside Reformatory, Rutland, Vt., died late in May. The story of her unusual personality and career and of her service to her state and to the rational administration of correctional institutions was told by Dorothy Canfield and Sarah Cleghorn in the article, Miss Ross' Girls See the Mountains in the *Survey Graphic* of August 1931.

CLARA D. NOYES, since 1918 national director of the American Red Cross Nursing Service died suddenly last month, "on the field of duty." Miss Noyes' distinguished career in the nursing field was of vast importance not only to the organization she served but to nursing as a profession.

ALL Pittsburgh was shocked and grieved by the automobile accident in mid-June which took the lives of three well known social workers: Ruth Taylor of the Catholic Charities, Marion Ewalt of the Federation of Social Agencies and Franklin H. Patterson, publicity director of the Community Fund.

COMMISSIONER SAMUEL LOGAN BRENGLE, internationally known for his work in the Salvation Army, died recently at the age of seventy-six, after forty-four years service in the Army.

ARNOLD BENNETT HALL, director of the Institute for Government Research of the Brookings Institution, died recently.

WALTER LAIDLAW, a pioneer organizer of church federations, one of the founders and until 1921 secretary of the New York Federation of Churches, has died.

Book Reviews

Why Justice Creaks

CRIME AND JUSTICE, by Sheldon Glueck. Little, Brown. 349 pp. Price $3 postpaid of *The Survey*.

THE name Glueck on the title page of a book on criminology has long meant thorough exploration and careful charting in the field of crime. Heretofore it has usually been a co-authorship: Sheldon and Eleanor T. The title page of Crime and Justice might appear to indicate a literary divorce, but another book, written by both, soon will be out.

This is as it should be, for the Lunt and Fontanne of criminology have led the discriminating to expect a finished performance. Their trilogy—Five Hundred Criminal Careers, One Thousand Juvenile Delinquents, and Five Hundred Delinquent Women—set a standard for the rest to follow. The Gluecks, although their books have invariably thrown doubt on long accepted premises, have never written on the theory that destruction is an end in itself. They have broken down old social theories by the impact of new social facts only in order that they may establish valid fundamental data. They have never destroyed without pointing the way to building a more solid structure.

Dr. Glueck's new book is one of the best contributions to the field of criminology in many a year. It destroys and builds at the same time. If it were written in popular language and could be quoted more extensively in the columns read by the layman, the policeman, the prosecutor, the judge, and the prison official, it would send many a voter and public official into a state of jitters. It would be denounced roundly and widely—the best compliment, perhaps, to any criticism of our modern social machinery.

Not but that it is readable. A few quoted phrases indicate not only the ideas held by the author but also the eloquence and vigor with which he expresses them: Many of our jails, he says are "a reeking rebuke to Justice"; "the typical penitentiary is frozen penal policy"; "with notable and very recent exceptions city police departments are little more than physical enlargements of what they were a century ago"; "the chief qualification of the successful criminal lawyer is an ability to keep constantly alert to discover open or rusty joints in the armor of Justice"; "to believe that by donning the judicial robe a person doffs his prejudices is to be superlatively naïve"; and so on.

But we have here more than merely good writing; we have sound thinking. The book is a penetrating and unsparing analysis of the weaknesses of the whole machinery of criminal justice, from the police through the courts to the prisons and out again to parole: gears, bearing, oiling system, valves, and generators. The conclusion any reader must come to, if he does not see red because it hits him personally, is that it is a worn, poorly adjusted, rattling machine, wasteful of fuel and meager in production. After twenty years of listening to it creak and rumble, I am in hearty agreement with Dr. Glueck's conclusions.

They are not his alone; few books on the subject have been more thoroughly documented. In the back of the book are fifty-five pages of notes supporting the text: references to crime surveys, Supreme Court decisions, research reports, utterances of learned authorities. You must read it as you did Cicero and Virgil, with your finger in the notes.

The author does not stop with destructive criticism. Throughout the work there are definite suggestions for the correction of indicated weaknesses. The two concluding chapters, The Prospect of Justice and The Horizon of Justice, outline specific remedies. Among the most important is the suggestion of a Department of Justice in each of the several states, with bureaus of police administration, public prosecution, court administration, correctional facilities, and personnel, and a bureau to keep abreast of needed changes in the law.

The copy of Crime and Justice sent me had uncut pages. It is to be hoped that the whole edition did not go out in that form, for some readers are lazy and there is no page that the official or the taxpayer can afford to miss.

AUSTIN H. MACCORMICK
Commissioner of Correction
New York

Birth Control, B.C. and A.D.

MEDICAL HISTORY OF CONTRACEPTION, Medical Aspects of Human Fertility Series, by Norman E. Himes, Ph.D. Williams & Wilkins. 521 pp. Price $7 postpaid of *The Survey*.

TO those who believe that birth control is a product of the twentieth century, Professor Himes' book will bring a new point of view. He has spent many years collecting exhaustive material on the place of birth control in primitive and ancient societies, and his book is a scholarly exposition of the development of efforts at family limitation from pre-literate times onward.

While primitive societies depended largely on abortion and infanticide as methods of population control when there was insufficient food for the tribe, Dr. Himes has found ample evidence that, in addition, they sought to devise primitive methods of contraception. Many of these were of a magic or ritual nature, but some were simple precursors of modern methods of birth control. Dr. Himes also presents evidence that in early civilizations, such as that of the ancient Israelites, in which fertility was a definite goal, there was a definite effort to control that fertility and to keep families small.

The first part of the book traces the development of contraception from several thousand years B.C. through the Middle Ages to its birth as a sociological movement early in the nineteenth century. The second part is concerned with the growth of the birth control movement in the United States and a survey of recent literature on contraception and its relation to population problems.

New York REGINE K. STIX, M.D.

Imagination Plus

JOBS FOR THE PERPLEXED, by Flora E. Breck. Crowell. 155 pp. Price $1 postpaid of *The Survey*.

HERE is a book of particulars and not of generalizations, a series of stories of men and women of imagination and determination, mostly of the white collar class, who made new jobs for themselves or won security or promotion by adding that bit of individuality to their work that made them indispensable to their employers. The stories cover a wide range, for example, from that of the man who raised gold fish for a livelihood, to that of the grandmother who "made good" in the drapery department of a furniture specialty store.

Miss Breck's book does not outline any "system" as do so many recent books on job-finding. The persons whose stories she tells studied themselves and the world in which they live. They had the imagination to discover salable assets in themselves or previously unnoticed opportunities in their surroundings and by determination and hard work brought the two together. The author offers a minimum of advice but what she offers is good. It is fair to "hope" with her that in the reading of these testimonies of successful vocational readjustments "new vistas may open up for the job seeker and new courage come for the special problems confronting him." One must point out, however, that stimulating imagination and building up courage are not adequate substitutes for a thorough-going scientific guidance process.

Determining strong and weak points by self study is possible, if at all, for comparatively few. Also, it is impossible today for any one person to have a suffi-

cient knowledge of vocations and of the traits necessary for success in them, to enable him to say for what he is best fitted. Those who have sought to help unemployed persons during these depression years have learned that there are many individuals who can help themselves if given a certain amount of suggestion and stimulation. While this group is probably small in proportion to the total number of unemployed persons, it includes no inconsiderable number and for them such a book as this may be helpful. JEROME H. BENTLEY
YMCA, New York

Attempt at Prediction

THE FAMILY ENCOUNTERS THE DEPRESSION, by Robert Cooley Angell. Scribner. 309 pp. Price $1.50 postpaid of *The Survey*.

THIS is a non-quantitative study by students at the University of Michigan of adjustments to loss of occupation and income during the depression made by the students' own families and those of their friends to the number of fifty. The attempt was to rate these families as to integration and adaptability, hoping, by combining these two factors, to set up a series of "types" by which reactions on the part of individual families to economic disaster could be rendered predictable. The author's own estimate is that "our study has done no more than to lay a modest foundation stone for others to build upon." JOANNA C. COLCORD
Russell Sage Foundation
New York

Background of Millennium

THIS SOVIET WORLD, by Anna Louise Strong. Holt. 301 pages. Price $2 postpaid of *The Survey*.

IN her latest book Anna Louise Strong presents a reasonably brief and perfectly readable exposition of soviet theory—something as scarce in the verbose literature of Marxism as ice in Kazan on a hot summer's day. She explains the place of the Party in the general scheme of things, the relation of the citizen to his government, and all the amazing machinery that makes the soviet world go 'round. There is just enough of history to fill in the background. Of quotations from Stalin's speeches and writings there are perhaps too many.

Anna Louise Strong knows the Soviet Union as few Americans do; that no one can deny. For that very reason it is the more regrettable that she falls into the error, common to Soviet apologists, of allowing her enthusiasm to get the best of her critical faculty. When she strays from theory to actuality she simply bridges with her imagination the wide gap between things as they are supposed to be and things as they are.

As the most hurried visitor to the USSR must admit, it is astounding that the Russians do so many things so well, considering the tremendous handicaps under which they labor. It casts no aspersions upon the Soviet Union to acknowledge that the millenium has not yet arrived there. Why must the enthusiasts continue to insist that it has? GEORGE F. HAVELL

Proletarian Pilgrimage

NEVER SAY DIE, by John Paton. Longmans. 336 pp. Price $2.50 postpaid of *The Survey*.

THE author takes us with him through the first thirty-three years of his life among the proletariat of Aberdeen and Glasgow. He was one of them, born in an Aberdeen slum, working as printer, milk peddler, barber, beauty doctor. With delightful acuteness and humor he makes us acquainted with his companions on the journey. But from some source, not obvious in the story, John Paton inherited a mind which raised him above his surroundings. As a boy he read everything he could lay hands on; as a man he subordinated all other interests to furthering socialism. He sacrificed his business prospects to this cause. He says, "Socialist politics have really been my life; the new interests on the technical side of my work . . . held only part of my mind." This part of his story gives a graphic picture of the growth of the Labor Party in Scotland with small illuminating sketches of Keir Hardie and Snowden, and of MacDonald at the time of his glory. When the story came to an end just after the war, this reader was keenly disappointed. He wanted to read the remaining chapters of what the English edition entitles a Proletarian Pilgrimage. I. M. BEARD
Charleston, S. C.

Formative Factors

THE THEORY OF SOCIAL WORK, by Frank J. Bruno. Heath. 646 pp. Price $4 postpaid of *The Survey*.

A PHARMACOPOEIA for Social Workers would be quite as good a title for this book, though not fully adequate. Mr. Bruno says himself that "there is no general scientific or even (*sic*) philosophical basis for social work." He undertakes to set forth and examine the "theories . . . of biology, psychology, economics, and sociology" that have been "formative in the development of the practice of social work." After a couple of introductory chapters, he divides his discussion into three parts: The Biological Elements; Psychological Aspects of Behavior; and Social and Economic Environment, which embraces three concluding chapters that logically should be a final part, balancing the introduction. Bibliography and indexes fill fifty-five pages.

Physical weight, crowded pages, defective organization of material, and a style no better than we find in the run of books by social workers, make the reading a task. There are inaccuracies, too. It is not true, for instance, I am told by high medical authority, that "all cases" of syphilis "must be traceable to some instance of illicit intercourse." On the contrary, that is a misconception which health educators have been trying for years to uproot. Nor is it true that tuberculosis "is usually contracted in infancy"—unless indeed "infancy" is understood in the legal sense, as extending through the twenty-first year. The description of the infamous "dumb-bell" tenements of New York is not correct. It is the state Tenement House Law of 1901 that the author has in mind on page 259, not a city ordinance of 1899. Under CWA the amount of work given each man was uniform; it was not "measured in terms of his economic responsibility." And can the original members of Serge Jaroff's Don Cossack chorus, who were officers in the Tsarist army, properly be called as "generally uncultured" and "discarded"?

Mr. Bruno evidently has read widely and studied diligently. His point of view on most subjects this reviewer would be inclined to call wise—which of course merely means congenial. His discussions are thoughtful, and they must be thought-provoking to his students—a supreme quality in a textbook as in a teacher. LILIAN BRANDT
New York

Maturity as Experience

THE MARRIED WOMAN; A PRACTICAL GUIDE TO HAPPY MARRIAGE, by Gladys H. Groves and Robert A. Ross, M.D. Greenburg. 278 pp. Price $2.50 postpaid of *The Survey*.
WOMEN AFTER FORTY, by Grace Loucks Elliott. Holt. 213 pp. Price $1.25 postpaid of *The Survey*.

IT is a generation or so since the novelists and dramatists, with their usual prescience, began to take a general interest in the lives of mature people and not to ring the curtain down on the wedding bells. In that generation psychiatrists and other physicians, as well as social scientists, have been gathering new facts and views on maturity as an experience, not simply a status attained by the passing of years. These two books distill for the general reader a wealth of information that has come from studies as well as from a critical examination of "common sense." As the titles imply, they lie in somewhat different, though overlapping, fields. The Married Woman considers questions—physical, psychological and social—that arise in a woman's life at marriage and during marriage. I should think it might well serve as the "practical guide" named in its sub-title. Mrs. Elliott's Women After Forty, on the other hand, is less concerned with physiology and more

with what we call mental hygiene for want of a better term—with the problem of being at home with one's self and in one's world which must be solved by both men and women, married and single, as the prerequisite of a satisfying maturity. In her discussion the author has drawn on current psychological literature, current interpretations of religion, and discussions with unmarried and married women of more than forty. The index, bibliography, and footnotes make this little book a guide to further thoughtful reading as well as an illuminating and critical synthesis in itself.

MARY ROSS

Tapestry of Education

ADULT EDUCATION IN ACTION, edited by Mary L. Ely. American Association for Adult Education. 480 pp. Price $2.25 to members of the Association, $2.75 to non-members, postpaid of *The Survey*.

IN the last ten years the adult education movement has become an integral social force in the United States. The American Association for Adult Education under the able direction of Morse A. Cartwright has been the responsible national agency for giving the movement emphasis and interpretation, and has served as its clearing house of ideas and experimentation. The quarterly *Journal of Adult Education* has become the mirror of the multitudinous types, phases, experiments and studies in this field of dynamic sociology, as Lester Frank Ward would have described it.

At the close of the first decennium of the Association, Mary L. Ely, the editor of the *Journal,* has culled and condensed 160 significant contributions that together make an intriguing tapestry, Adult Education in Action. Miss Ely's handling of her material in this summary revelation of the many facets of adult education is ingenious. Out of the almost spontaneous combustion, which is a fair description of what has taken place in this field in the last ten years, her clear insight into its many fundamentals has enabled her to put the pieces together masterfully.

The principle section of the book is entitled The Main Action. Nearly twenty distinctive institutional areas are pictured—libraries, government projects, public schools, universities, museums, theatres, churches, settlements, prisons and hospitals; seven basic groups of potential students are analyzed—parents, workers, rural people, city dwellers, Negroes, college alumni, and youth; and half a dozen major instruments are tuned—books, newspapers, radio, films, forums, and discussion groups. What seems to be pandemonium becomes symphonic under Miss Ely's baton.

Then come illuminating and challenging contributions dealing with teachers, content, methods and specialists, demonstrating that the adult education movement is more than adolescent, and that it shares the maturity of older phases of social work in its development of standards, the scientific spirit, and a sober concern for values. This last aspect is given a quiet glow in The Critics' Corner, in which this challenging picture receives its finishing touches.

Thoughtful social workers and constructive leaders of American life must double-star Adult Education in Action as a book that demands thorough reading and deep consideration.

Chicago, Ill. FRED ATKINS MOORE

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Consumers Unite!

GUINEA PIGS NO MORE, by J. B. Matthews. Covici-Friede. 311 pp. Price $2 postpaid of *The Survey*.

AGAIN, as in Partners in Plunder, Mr. Matthews presents forcefully and bitterly the consumer's case against profit-making business, "its sole dedication to price and turnover, its needless scarcity, its counterfeits and adulterations, its mendacious advertising and high pressure salesmanship." But in this book he goes further to define the consumer's interest as a clear-cut class interest in an economic warfare. In so doing he breaks with the Marxist alignment in which labor is the basis of the struggle against capitalism. He points out sharply what seems to him a necessary (though shortsighted) identity of interest under capitalism between organized labor and its predatory employer to increase (at the consumers' expense) the profits which may be divided between them. The "workers' state" is demolished as a possible friend of the consumer. Likewise the New Deal.

Then Mr. Matthews turns to his constructive program: consumer education, agitation, and use of the ballot to establish a Department of the Consumer. Let there be consumer exhibits, he declares; expert buying; grading and testing; pressure on government, health authorities, and manufacturers; and finally "withdrawal of patronage." The government (until now controlled by big business) will by some miraculous means be enabled to protect the consumer through a special cabinet officer.

To this reader, the weakness in Mr. Matthews' program is lack of any practical economic organization of consumers whereby they may take a hand themselves and substitute the use motive for the profit motive. The program depends entirely on education and political action to compel the inherently recalcitrant owner of industry (whose motive would remain profits) to serve the consumer.

It foresees a perpetuation of a class struggle between the consumer and industry, in which the consumer would have the whip hand. By ignoring the world-wide consumers' cooperative movement with its 100 million members (excluding those in Russia, Germany and Italy), its contribution to the stability of Scandinavia and Great Britain during the depression, and its 6500 cooperative organizations in the United States, this book misses, for me, the constructive program by which the consumer's interest will be served.

LESLIE E. WOODCOCK
Eastern States Cooperative League
New York

Data on Fertility

THE MEASUREMENT OF POPULATION GROWTH. METHODS AND RESULTS, by Robert R. Kuczynski. Oxford University Press. 255 pp. Price $4 postpaid of *The Survey*.

THIS book deals almost exclusively with the measurement of fertility. Although issued as a text, its limited scope will make it more useful as a reference book, indispensable to persons really interested in the technical problems which it treats. The accuracy of various types of data is examined and virtually every method of measurement ever devised is considered critically, all leading up to an exposition of the net rate of reproduction. There is a wealth of reference to studies of historical interest, and of illustrations, particularly from English and European sources. No attempt is made to discuss the causes and significance of change in population growth. Migration is not considered at all, and mortality is considered in one chapter simply as a source of population depletion. A number of minor flaws in emphasis and conclusions do not seriously mar the usefulness of a first class piece of work. FRANK W. NOTESTEIN
Milbank Memorial Fund
New York

Man in Society

A HANDBOOK OF SOCIAL PSYCHOLOGY, edited by Carl Murchison. Clark University Press. 1195 pp. Price $6 postpaid of *The Survey*.

HERE is an ambitious attempt to gather between book covers fairly long expert summaries of the great variety of present studies of human behavior in society. The first section is on population problems; among bacteria (R. E. Buchanan), plants (Frederic E. Clements), and mankind (Warren S. Thompson). The second section is on sub-human social behavior; among insects (O. E. Plath), birds (Herbert Friedmann), and mammals (Friedrich Alverdes). The third section comprises a series of historical résumés of the civilizations of the Negro (Melville Herskovits), the American Indian (Clark Wissler), the white race (W. D. Wallis), the Mongoloids (Edwin Deeks Harvey). The fourth section is topical, discussing such culture traits as language (Edwin A. Esper), magic (Raymond Willoughby) and material culture (Clark Wissler). The fifth section also is topical; entitled, Some Correlates of Social Phenomena, it includes chapters on the physical environment (Victor E. Shelford), age factors in society (Walter R. Miles), sex (Catherine Cox Miles), attitudes (Gordon W. Allport), and social maladjustments (F. L. Wells). The last section is on experimental work: on simple animal societies (W. C. Allee), birds (Thorleif Schjelderup-Ebbe), the primates (Robert M. and Ada W. Yerkes), children (Lois Barclay and Gardner Murphy), and individual adults (J. F. Dashiell).

The limitations of the volume are in the limitations of the investigations reported. In the first topical section, the studies are comparative, taking into account the material from various cultures. In the second, there is no serious attempt to discuss any material except that of America in the last decade. This leaves the historical section on the races of man with no relation to the body of the book. With all the emphasis in this Handbook upon social phenomena among plants, insects, birds, mammals, even bacteria, there is no serious attempt to consider any human cultures except our own in the way in which they modify human behavior. The volume accurately reflects the fact that there is not yet any concerted attack upon a study of the human being in his relation to society. RUTH BENEDICT
Columbia University

Run of the Shelves

TUBERCULOSIS, by Gerald B. Webb, M.D. Hoeber. 205 pp. Price $2 postpaid of *The Survey*.

NEWEST of the series of "primers" on the history of medicine published under the title of Clio Medica, this little illustrated handbook outlines the lore of past ages in respect to tuberculosis, starting with prehistoric man, and then brings the scientific story up to our day. Dr. Webb, former president of the National Tuberculosis Association, is lecturer on medical history, University of Colorado, and president of the Colorado Foundation for Research in Tuberculosis.

THE ANATOMY OF PERSONALITY, by Howard W. Haggard, M.D. and Clements C. Fry, M.D. Harper. 357 pp. Price $3 postpaid of *The Survey*.

"WE have attempted to present, shorn of the technicalities of psychiatry, what is essentially a concept for the structural analysis of personality," the authors declare in a preface, adding that they hope thereby to give readers the insight into themselves which is a first step toward self-improvement and the understanding of others which leads toward tolerance. The text, illustrated by drawings from the English translation of Theophrastus' Characters, outlines in terms of psychopathic personalities the "structural constituents" which the authors find, in varying degree, in both the normal and the abnormal.

YOUTH WELFARE IN PHILADELPHIA, by F. M. Wetherill. Winston. 259 pp. Price $2 postpaid of *The Survey*.

BY questionnaire, observation and interview the author has assembled factual material on child welfare and youth agencies as a background for his recommendations. These follow in general those of leading child welfare workers with added emphasis on "ways and means to make religious nurture a vital factor in the curriculum." The Rev. Mr. Wetherill is grand commander of the Knights of Saint John, a fraternity for young men and older boys.

LIBRARIES OF THE SOUTH: A REPORT ON DEVELOPMENTS, 1930-1935, by Tommie Dora Barker. American Library Association. 215 pp. Price $1.75 postpaid of *The Survey*.

THIS study, made on a Carnegie grant, is of possibilities not of achievements, but it throws light on the whole problem of cultural advance in the rural South. It says, "There is very little to undo." All the southern states have ambitious plans, however, and sound growth can be expected.

LABOR FACT BOOK III, prepared by Labor Research Association. International. 223 pp. Price $2 postpaid of *The Survey*.

ARRANGED in ready reference form, this fact book brings together much valuable information on the current American scene. The sections on Strikes and on Civil Rights are particularly well done. Throughout the book presentation and comment are frankly "class angled" from the Left.

SOME PSYCHOLOGY, by Mabel C. Williams Kemmerer, Ph.D. Bruce Humphries. 229 pp. Price $2 postpaid of *The Survey*.

ACCORDING to the author "The book is intended for everyone," and it provides "the irreducible minimum for those who could talk about the subject with honest enlightenment." The word "some" is ambiguous, meaning little or much. In this instance it is not the latter.

PRINCIPLES OF ABNORMAL PSYCHOLOGY, by Edmund S. Conklin. 527 pp. Price $3 postpaid of *The Survey*.

REVISED edition of the textbook first published in 1927 by Professor Conklin, now of Indiana University, writing for students of psychology.

THE NORMAL DIET AND HEALTHFUL LIVING, by W. D. Sansum, M.D., R. A. Hare, M.D., and Ruth Bowden. Macmillan. 243 pp. Price $2 postpaid of *The Survey*.

SUMMARY of principles found of value by the authors in their work at The Sansum Clinic, Santa Barbara, Calif.

Readers Write

Predicament in Alabama

To the Editor: Alabama has been highly praised for its splendid welfare program, but actually that program exists only on paper and in the hearts of some of Alabama's embattled social workers. Unfortunately the promise it holds must go largely unfulfilled for lack of funds by which to carry it out. Alabama's record is enviable. It runs back through a top-notch emergency relief program to the predepression Child Welfare Department which enjoyed a national reputation. Not so enviable was its unseemly haste to be the first state to abandon federal relief. One is driven to fear that Alabama is now coasting along on its past achievements, not in the least for lack of competent leadership, but wholly because of the dearth of wherewithal with which to operate. Most of the counties have not the resources to carry out the program, edicts from Washington to the contrary notwithstanding. And the state legislature apparently sincerely believes that it can do nothing.

Fundamentally, Alabama has never accepted wholeheartedly the necessity of public relief, except in the larger industrial areas. The rural viewpoint is that such necessity as exists should be treated by individuals, and Alabama is predominantly rural. Rural public opinion could not understand the wage policy of federal relief whereby a man was paid as much for a day's work as he could earn by farm labor in a week. Equality of wage rates for white and Negro ran counter to accepted standards. Local prejudice, built up by the relief administration's ignoring or snubbing of political officials, persists.

The Department of Public Welfare appeared upon the scene rather suddenly, from the public's viewpoint, though it had been before social workers for many months. It was accepted without much reckoning of the cost, less because of any real conviction of its necessity or understanding of its scope than for purposes of political regularity with the national administration. Now that the cost is becoming apparent, the politicians (who, it must be remembered, reflect the sentiment of their constituents) are unwilling to levy the extra taxes necessary to foot the bill. This sentiment is not expressed openly. Old age assistance is too popular among the prospective beneficiaries for that, and few politicians have the hardihood openly to oppose aid to widows with dependent children. Meanwhile old folks wait patiently for their "pinsions," widows for the measure of security for which they hoped. Insecurity and uncertainty rest heavily on the shoulders of social workers. Staffs have been cut and in many instances the salaries of those remaining have been reduced.

The job immediately facing workers in Alabama is to convince the public, first, of the desperate need that cannot or will not be met except through public sources, and secondly, of the value of trained and decently paid personnel to do the job. That effort is under way. Its success is a matter of conjecture.

Montgomery, Ala. Alfred W. Hobart

The Sign of the Bee

To the Editor: The attack of the Mormon Church on the relief problem within its own membership is so unique that it seems to me to be worthy of attention. The authorities of the Church of Jesus Christ of Latter-Day Saints have worked out a plan to assist in the care of 88,460 persons, 17.9 percent of the entire church membership, which was on relief last September. Cooperatives will be sponsored in farm and orchard projects, canning factory projects, lumber, coal, textiles, mercantile trade depots, dairy products, flour mills and life insurance for tithe payers. A regional storehouse organization will see that warehouses are stocked with food, clothing, furniture, and feed for livestock, and will also "work toward a wise balancing of labor from congested larger centers to farming, mining, or industrial districts where productive labor might be provided for self-maintenance."

Before accepting the challenge implicit in federal curtailment of relief funds the church authorities surveyed the problem and discovered, among other things "that from 11,500 to 16,500 persons received relief who either did not need it or who had farms that might, if farmed, have kept them off relief." They attacked the problem as if it compared with their ancestors' pioneer trek westward. They have set up an administrative organization and a method of financing the plan, which, the leaders believe, will take their people toward independence by helping them to help themselves.

There are those in Salt Lake who will tell you that the program was worked out merely to get the unemployed to grow sugar beets for factories owned by a few wealthy church members. But never was the economic interpretation of history less likely to give a complete picture of a situation than when applied to this Mormon plan. I have talked to the officials, and to some of the unemployed who are already participating in it; I have seen one of the warehouses stocked like some thrifty farm wife's cellar, and I came away full of admiration for a group of people who still derive inspiration from their symbol, the hive of the honey bee.

I realize that the Mormon plan, with its details, might not work elsewhere, but nonetheless it is notable as a practical example of what organized groups within a community can do.

Eilene Marie Galloway
National Economic and Social Planning Association, Washington, D. C.

Post-Pioneer Pow-Wow

To the Editor: Here in Salt Lake City, during the last three days in May, was a strange gathering of sons and grandsons of the western pioneers. These folks of pioneer parentage had come from all the coast and mountain states to participate in a Western Social Reconstruction Conference, which employed a social technique typical of the West. It can best be described as a pow-wow. Now a pow-wow differs from a parley or a conference or a convention in very definite ways. A pow-wow usually takes place when it is discovered that all is not well with those invited and a pow-wow does not end with the disbanding of the participants. In fact, the action that results from the pow-wow is its most important feature.

Bitter criticism of the idea of a "breathing spell" was expressed, and deep resentment was aired by these children of pioneers at the implication that Western America, still possessed of boundless wealth, is to settle down to a subcivilized standard of existence because the mechanism of Wall Street is clogged with wealth exploited from the eleven western states. The demand that the Major Political Parties open the way for Westerners to have access to western resources and modern machinery so that wealth may be produced for the use of people rather than for the profit of the absentee owners was made by resolution. The Scott Bill (H. R. 11776) was endorsed as the most important bill now before Congress. It would provide for a Reciprocal Economy Administration (REA) to take the place of WPA and other enervating relief devices.

There was no criticism of any administration, past or present, for what it has done, but a genuine resentment at the spirit of satisfaction which seems to characterize the present administration. The spirit of the pioneer which still lives in his children is impatient with people who sit down and "breathe" while men, women and children continue to be submerged by forces which

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we all know could be controlled by intelligent social action.

Most important of the results of the pow-wow was the bringing together of leaders. Through the West runs a thrill today in the knowledge that we have men of the common people who have the will and the ability to lead. You will hear their names later—Rhodehamel of Oakland, Meiers of Los Angeles, Woodward of Utah, Hewitt of Oregon, Costigan of Washington.

OWEN WOODRUFF
State Self-Help Cooperative Board
Salt Lake City, Utah

Clouds Over New Jersey

TO THE EDITOR: So much has been written recently of the relief situation in New Jersey that I am venturing to call the attention of your readers to a statement, Politics and Pauperism, issued by the New Jersey Conference of Social Work, of which the following are representative paragraphs:

"The simple fact of the matter is that the relief administration in our state has ceased to be a question of relief in the minds of our people and has become one of finances and politics. This has obscured our clear vision of what is happening. It has made us the easy prey of appeals to misleading slogans. It has exaggerated our fear of abuses. It has made us reject even the lessons we might have learned from our past mistakes.

"Our present situation arises largely from the fact that there is no sympathetic understanding by local people of the problems of relief. This calls for new efforts at interpretation. It has been clearly demonstrated that it is not easy to get our citizens to think through the social implications of our present dilemma. The reasons for this are complex and some of them go to the foundations of social processes and propaganda. Nevertheless, the job remains. We must interpret more thoroughly and more skilfully.

"An immediate point at which we can strike effectively is the personnel of county welfare boards. Socially minded people can bring persuasion to Boards of Freeholders to appoint equipped people to these important responsibilities. The county welfare board can be a powerful agent for raising the standards of social work in its constituencies.

"Behind all relief problems, always, is the economic situation which produces them. After all, we cannot cure our ills without purging the roots of them. It is for us to bring what contribution we may have to such an understanding of the economic and social patterns of our communities as will enable us to locate and correct the fundamental sources of our discontents.

"This is no time for any who believe they know the realities of the problem to give up the struggle for justice and fair treatment for our citizens in need. It is rather a time to reenforce our own courage and to press forward with a demand for such a program as will make New Jersey a model rather than a warning to other states."

This will, at least, indicate that the socially minded laymen and the social workers of New Jersey are coherent in their interpretation of what is going on in their state. FRANK KINGDON
President, New Jersey
Conference of Social Work

A View With Alarm

TO THE EDITOR: From the fairly safe vantage point of a commercial publicity job, following a considerable "stretch" in social work, I find myself possessed of a full grown peeve over the kind of publicity put out by most social agencies. For instance, why do they—I've done my share of it, but never mind that now—why do they, with sob stories and tremelo stops, everlastingly play up the troubles of the clients? Why not play up the social worker as a human being and a community asset? But no; the minute a social agency thinks of newspaper stories, or whatever, in connection with money raising or community information it begins stressing the great need of the client with little or nothing to say about the workers who handle the money and make it count for clients and community. No wonder the community thinks of social workers as job holders and basket toters.

It seems to me that social workers need press agents more than almost any other professional people in the world. But like most of the critics I don't do anything about it. I just view with alarm.

St. Louis, Mo. MARGARET FARLOW

THE SURVEY

AUGUST 1936 MONTHLY VOL. LXXII NO. 8

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SO THEY SAY

The capacity to endure delay distinguishes man from the animals.—*Edward Glover, London.*

It takes more than a handful of idealists to make a new world.—*Dorothy Thompson in N. Y. Herald-Tribune.*

The wiser task of science is to enhance life rather than to prolong it.—*Lord Horder, physician to King Edward VIII.*

The idle on relief are not as accustomed to idleness as some of those who criticize them.—*Mayor La Guardia, New York.*

The truth of an unyielding social calamity encompasses everyone who has the courage to listen.—*Brooks Atkinson, drama critic, New York Times.*

We must see to it that the Constitution grows with the country as a boy's skeleton and skin grow with his muscles.—*Editorial, The Christian Century.*

Impatient youth, misguided, has furnished the spearhead for many of the strong-arm movements in Europe.—*Henry A. Wallace, Secretary of Agriculture.*

We cannot make our prisons places of reformation if we cannot put ordinary work opportunities in the way of the men.—*Sanford Bates, director, U. S. Bureau of Prisons.*

American industry was well on the way to solving the problems of social betterment when the depression intervened. —*Eugene G. Grace, president, Bethlehem Steel Company.*

Unless world peace is established on a solid basis . . . there can be no genuine social security within America.—*The late Prof. Parker T. Moon to National Conference of Social Work.*

It is easy to overstate the significance of minor crises by investing them with the character of a turning point in history.—*Porter R. Lee, New York School of Social Work.*

We cannot keep out of a war and at the same time enforce the freedom of the seas—that is, the freedom to make profits out of countries in a death struggle.—*Admiral William S. Sims, U.S.N.*

The universities of the western world have made an alarming discovery; that their belief in freedom, thinking and research is no longer shared by the masses.—*Prof. Samuel Eliot Morison, Harvard University.*

When our statesmen are as fully convinced that war is evil as physicians are that disease is evil, we may as readily succeed in controlling it as we are on the way to controlling disease.— *Dr. Alice Hamilton at Bryn Mawr College commencement.*

The hasty and desperate shifts in our governmental programs [of relief] may be explained not by the characteristics of a particular administration, but by our national psychology. —*Dorothy C. Kahn, president, American Association of Social Workers.*

It is fair to measure any civilization on the basis of the extent to which it assures life and some measure of contentment to those who cannot gain this for themselves.—*Dr. James S. Plant, director, Essex County Juvenile Clinic, Newark, N. J.*

Rain falling on overworked fields, washing through gullies, sweeping down streams and rivers, carrying rich soil to the sea, is no respecter of boundary lines or of economic classes. It is as much the concern of a consumer a thousand miles away as it is of the farmer on whose land it falls.—*H. R. Tolley, acting administrator, AAA.*

"It takes grit to live out here"

Dust storm

A county school on the unshaded prairie

A homesteader. A family of seven live here

A Kansas "blow-out"

THE SURVEY

AUGUST 1936

VOL. LXXII NO. 8

The International Conference

By JUNE PURCELL GUILD

FRANKLY enjoying the experience, but strangely moved, almost reverent, approximately two hundred American social workers attended the first session of the Third International Conference on Social Work in London, on July 12, 1936. Said one of them, "I haven't had such a big kick out of anything since I was ten, tense on the edge of a bench waiting for the first batter up the opening day of the baseball season." That seemed to express the American attitude. Notwithstanding drizzling rain, worry over lost mail, coffee they didn't drink, speakers they couldn't understand, the American delegates keenly enjoyed the setting, the pageantry, all the informal international contacts of the week of meetings.

The general theme of the conference, Social Work and the Community, was reminiscent of many a meeting at home. The papers for the most part, were more general, less technical than those given in the National Conference of Social Work. On the other hand it must be admitted there was less of the detached, professional American approach and more emotional concern over the needs of human beings. An emotional undercurrent colored the whole Conference, making it an experience long to be remembered by the Americans present.

The scholarly Conference handbook of forty-seven pages issued to members months before the opening date had suggested little new in material or method. Actually the familiar topics, unemployment, relief, health, education, recreation, case work, took on new world-wide significance when discussed at vine-covered Bedford College in Regent's Park, where hedgerows grow high and grass is indescribably green.

The babel of strange tongues confused the Americans at first; they felt at a disadvantage, speaking only their American language. Many admitted they had about as much difficulty with the English of the English as with the French of the French or the German of Jews from Palestine. It was easy, however, to follow the discussions as delegates were given printed copies of many of the addresses with summaries in English, if written in French or German. Speakers were supposed to talk to the formal papers circulated in advance. Spoken translations, though brief, sometimes tended to slow down the interest of those anxious to get away to indulge in tea and scones.

Actually it made very little difference whether anyone understood the words of anyone else. A universality of emotion, a kinship of similar interests bound the group together from the start. Even more than in our own National Conference, personal contacts with people seemed the outstanding value of the gathering.

FOR a week preceding the International Conference, some two hundred social workers from many lands, including over a hundred from the United States, attended an International Summer School on British Social Work at King's College. This proved a valuable introduction to the Conference. Classes conducted in English met in the morning; in the early afternoon employment exchanges, occupational training centers, housing developments, hospitals, clinics, courts and so on, were inspected with tea and general discussions following. The English public assistance and insurance acts and voluntary or private activities were considered, also education for citizenship, public and private health programs, delinquency and the use of leisure. From the Summer School several things stood out: the increasing activity of the British government in all social services; the supplementary, demonstrating character of private effort; the extensive participation of volunteers in many social work lines; and the need for much more understanding and integration between public and private social endeavor through a social work engineering plan centering in a council of social agencies. Not greatly different, it seems, from our own social situation.

Delegates to the Conference were supplied on arrival with a list of members to June 30, 1936. This contained

the names of 791 persons from twenty-six countries, the League of Nations and the International Labor Office. Over half of the members live in North America; 408 in this country, sixteen in Canada. England with 198 members is second to the United States. Many of the members were unable to come, of course, but the final registration was over a thousand from more than thirty countries, including Japan, Argentine, India, South Africa, Czechoslovakia, Austria, Germany, Poland, France; Belgium, Chili, Brazil, New Zealand, Australia. No one came from Russia or Italy.

As in most American conferences women were in the numerical majority but men played many of the conspicuous roles. Howard R. Knight of the National Conference and secretary of the American Committee of the International Conference, untiringly helpful, supplied information and advice. He even knew the London store where best bargains in ladies' dresses could be purchased. Alexander Farquharson, secretary of the International Conference and responsible for all the excellent preparatory work, was equally gracious and helpful, during the Conference and the Summer School.

THERE were eight general meetings during the week and three meetings of each of the five Commissions, or subdivisions: Health, Education and Recreation, Material Welfare, Social Adjustment or Case Work, Unemployment. If attendance is a measure the interest in social case work was much greater than in the other subjects, with material welfare coming next.

Of twenty-two speakers named in the printed program six were from the United States: Katharine F. Lenroot, C. M. Bookman, M. Antoinette Cannon, J. T. Nicholson, Margaret E. Rich, rapporteur of Commission IV on Social Adjustment, and Dorothy Kahn, rapporteur of Commission V, on Unemployment.

At the first session of the conference at Bedford College, July 12, 14:30 by the twenty-four hour clock or 2.30 p.m. by the prosaic twelve-hour clock, every seat was filled. Dr. Renée Sand, the founder of the International Conference and this year's president, presided graciously and with delightful good humor whether speaking in English or French. He at once made those bewildered by left-handed traffic and deep layers of underground tubes feel perfectly at home and neighborly with everyone else. Dr. Sand had within the fortnight become secretary general of the Belgian Ministry of Health; he will continue as part time technical councillor to the League of Red Cross Societies in Paris.

M. Thelin of the International Labor Office, speaking in French at the opening meeting, reviewed recent changes in social work throughout the world. His English summary showed that although unemployment reached its peak in 1933 there were still 25 million people in the world without work in 1935. Quoting from the International Labor Office Yearbook he declared that in nearly every country are large numbers "whose unemployment has now lasted for several years, who long ago exhausted their right to benefit and all their savings, and who are entirely dependent on the allowances provided by the public authorities. Their plight is a dreadful one." M. Thelin also pointed out the enormous increase in all forms of social insurance in the world including unemployment, compulsory sickness and maternity plans, old age, widows' and orphans' benefits. By January 1, 1937, the speaker hopefully prophesied, legislation in the United States would ensure well over 125 million persons against the economic hazards of old age. During the depression there has been a tendency everywhere to restrict the right of women to work, and in an effort to economize on wages "recourse has been had to the employment of children."

A comprehensive world survey based on a factual study indicates, M. Thelin said, that since the depression there has been a growth in collective measures meeting in some respects the requirements of social work; that social work as a public function is becoming more marked; that the place of private social initiative is subject to criticism, revision, and readjustment.

This address laid in the background for all succeeding meetings of the Conference. Supplementing M. Thelin, concrete data for France, England, Italy, Russia and other countries were given by Dr. Sand himself. "It is too dangerous to speak of social work in the United States just now," he added.

Many "victims by surprise" were then introduced, representing Holland, Sweden, Poland, Denmark, Belgium, Norway, Argentine, Palestine. In the long experience of this reporter at social work conferences in the United States, there have been few meetings when audience attention remained at so high a level from first to last. Whether every word of broken English or of translations into unfamiliar tongues was understood completely seems beside the point. The evidence was conclusive: unemployment, misery, the necessity for relief and for other familiar social services know no national boundaries. The social work of the world is moving in the same general direction, clearly toward enlarged public responsibility for relieving and preventing distress. Social workers of all nations are confronted everywhere by common problems, are motivated by the same sympathetic impulses.

THE second general meeting of the Conference was held in the splendor of historic old Guildhall with its stained-glass windows, gray stone arches and columns, marble memorials to Nelson, Wellington, Pitt and other English worthies. The highlight of the occasion was the arrival and early departure of the Lord Mayor of London, resplendent in regalia, attended by a company of gentlemen likewise very much dressed up. Delegates in the rear of the hall stood on their chairs to see the mace and the wigs go by, to see the Lord Mayor and his followers, after brief words of welcome, march out in solemn array to their high, horse-drawn coaches in the stone court. It was all very spectacular and entertaining—a suggestion for the next After Hours Follies of our own Conference.

The dim cathedral atmosphere of Guildhall, the reverberations in its high raftered roof, the late arrival of many members, the early departure of others—all quite in the American conference manner—increased the difficulty of understanding the speakers. Of the four scheduled from the United States, France, Germany, Poland, only one was actually present—Herr Hilgenfeldt. Speaking in German he said things like this:

> The coordination and subordination of the individual in a hierarchy, the free and enforced acknowledgment of the leader, and the absolute solidarity of the folk community, while it does not rule out the freedom of the individual, definitely implies a discernment of the need for self-discipline.

Dr. Ellen C. Potter of New Jersey, with a dignity befitting the setting, read excerpts from the printed address of Katharine F. Lenroot of the Children's Bureau, who was unable to be present. Her paper stressed the enormous responsibilities faced by social work growing out of economic distress, the need for the training of workers, the efforts towards social security in the United States. "Social work, inevitably compelled to recognize the necessity for widely diffused social justice and economic security, finds its interests coinciding with those of other groups interested in social reform."

THE material of the Conference was voluminous; it will be possible to quote here only an occasional sentence from a few of the addresses. Speaking for the United States in a platform symposium on recent changes in local community life, C. M. Bookman made it clear that voluntary agencies draw together the diverse elements of the modern community:

> The community chest movement of America, which is a partnership of all social agencies serving a local community, has proven itself to be a uniform element which draws together not only social agencies but all citizens of whatever nationality, creed, race, or color into a harmony of understanding and a fellowship of service.

Père Charles of Belgium held a brief for the right of the primitive people of Africa to be dealt with on the basis of their own cultural background. Dr. Letitia Fairfield of Great Britain appealed for greater emphasis on spiritual factors in dealing with individual problems.

At a large mid-week session the Rev. J. C. Pringle, secretary of the London Charity Organization Society had a paper which attempted to introduce the group to the topic, The Aesthetic, Social, Moral, and Spiritual Effects Upon Community Life of Social Services. Mr. Pringle privately admitted that he had spent six months reading Aristotle and Plato to discover the meaning of this "appalling" phrase, as he could find no social workers who could tell him what it was all about. An ardent disciple of Mary E. Richmond, he was undecided whether there are any spiritual effects of social work as at present practiced, but was sure there should be. Speaking in English, S. Rozemond of Holland received rounds of applause by advocating the "reintegration of the social worker . . . many are infected as well as everybody else." Continuing in the same vein he said, "The best thing you can say about a social worker is that he knows reality and that he is human. . . . The best training, the sharpest intellect, and the finest emotions are no good unless one has achieved a purpose in life that will give direction and meaning to one's work." In the same meeting Dr. M. Veillard of Switzerland observed that social service obtains "some social success but is powerless in the moral sphere. . . . It acts as a palliative and not as an antidote for the evils of our materialistic civilization."

Health issues were considered at a session on July 16. Dr. Ernest Barker of Great Britain developed the idea that the maintenance of health is a moral duty, that state responsibility in the field actually increases individual and voluntary action. Miss Cannon speaking on the uses of medical social work, said, "I do not look forward to a time when all human beings are normal in form and functioning . . . no sooner did man cease to be bitten by the sabre-toothed tiger than he began falling out of aeroplanes."

J. T. Nicholson of the Chicago Red Cross, in a meeting on the place of the volunteer, spoke of the "grave concern of those who have struggled to create and maintain high standards of service in social work," but believed that carefully selected, trained, supervised, regular volunteers are much needed everywhere.

The commissions or subdivisions of the Conference attempted to formulate reports for the consideration of the whole delegate body. The joint paper of Dr. Hazemann and Henri Sellier of France for Commission I propounded such questions as these: Should doctors be public servants? Should visiting nurses and social workers be trained so as to be interchangeable? In the commission on education and recreation, Oluf J. Skjerbaek of Denmark reviewed conditions in his country in some detail. The material welfare group considered a paper by B. E. Astbury of the London COS, in which he said, "There is a feeling abroad that family case work has thrown in its hand, and that unless a future policy can be clearly defined case work will deteriorate to the position of a mere handmaid to the state official."

On the other hand, Margaret E. Rich of the case work commission, in an excellent résumé of case work in the United States, suggested that case work has potential contributions to social planning "greater than it has so far achieved," and added:

> Social case work is not a panacea for social maladjustment. It is slow, expensive, and still uncertain in its practice . . . but offers the best channel for a synthesis of certain aspects of the social and natural sciences in application to the human being.

Dorothy Kahn, president of the American Association of Social Workers, rapporteur of the unemployment commission, spoke of community attitudes, ranging from "self-righteous pity for the unemployed to a denial of their existence." She made a plea for social workers to "underpin whatever provision may be made for the unemployed . . . with a clear philosophy which would remove the organic connection between work and maintenance." Ronald C. Davidson of Great Britain, following Miss Kahn, said he believed that a more realistic approach to unemployment is needed, and that Americans are still too "starry-eyed" on the subject. The German delegate, Dr. Mangels, claimed his country, though poor, had practically solved its unemployment problem by putting its "entire strength" into the matter. He ended with a Nazi salute.

RIGHT here is a good place to observe that running through the Summer School and Conference was an undercurrent of questioning interest on what has actually been happening to German social work and workers, since the International Conference in Frankfort in 1932. The belief seemed prevalent that German social work is no longer concerning itself with the needs of individuals or with individuals not already strong and healthy.

The diversions of the Conference were many and varied. The hospitality committee scheduled twenty different teas, receptions, garden parties, visits to social agencies, a day excursion to Oxford, a special sermon at St. Paul's Cathedral and mass at Westminster Cathedral. There were be-

sides many private and an unlimited number of "off the record" entertainments. Tickets for teas on the terrace at the Houses of Parliament were in great demand. The reception by His Majesty's Government at Lancaster House on July 14 at 22 o'clock, where guests were expected to "wear full evening dress with orders and decorations," was a truly royal entertainment.

The side-show booths of the Conference were located in the corridors at the college. The bookstall of Bumpus, Bookseller to His Majesty the King, attracted a crowd; near by were the exhibits of the International Association of Hospital Workers, *The Family, The Survey* and others. Tables were piled high with free reports on cooperation in Denmark between public and voluntary relief agencies, social work in Japan, in Palestine and other places.

Never so far as this observer can recall was a Conference staged among greater counter-attractions than this one. The pleasures of the beach and the rolling chairs at Atlantic City were as nothing in comparison. London Bridge and the Tower, antique silver at the Caledonian market, "sale bargains," "remnants and oddments," relics of the Roman occupancy, the omnipresent American movie, Madam Taussaud's, the Changing of the Guard at Buckingham Palace, cathedrals, museums, competed with only fair success for attention during the week. That the attendance at meetings was good was only accumulating proof that social workers whether they come from the Orient, South Africa, North or South America, or any other place on the face of the earth, are a serious-minded lot, and take the business of helping build a happier and better world with something approaching religious fervor and spiritual consecration. Who knows, perhaps world-wide suffering, economic injustice, social chaos, may be materially reduced when international social work provides the necessary trained leadership, coupled with this intense missionary zeal.

To send this summary across the sea in time to make this issue of *The Survey* it was necessary to query Dr. Sand on the probable results of the Conference before the final session. He said the conclusions would be those of the commissions. The general drift, he asserted, is undoubtedly toward much more public welfare and social insurance with "private effort needed as never before." But "after all there is nothing new in social work, you always know you need better correlation of all social activities and many more of them."

Kansas Grit

By JOSEPHINE STRODE

THERE is a story current in southwest Kansas about a man who, hit on the head by a raindrop was so overcome that two buckets of sand had to be thrown in his face to revive him.

The Dust Bowl song is, we say:

Now I lay me down to snore,
Tons of dust in every pore.
If another day I do not see
There'll be no need to bury me.

Perhaps we show in this something of the spirit of the motto of *Figaro,* the Paris newspaper, which, translated, runs: "I hasten to laugh at everything for fear of having to cry."

We social workers see many manifestations of Dust Bowl courage. There was, for example, the crippled old woman, left on her wind scoured farm with two small grandchildren, one an infant and the other rachitic, whom she was determined to keep with her. With both legs useless, she pulled herself about on the floor, cooking, cleaning, caring for the children, and crawled on hands and knees across the yard to tend and milk the cow.

And there is Liz. With her two small boys she located herself in a dugout, next to an abandoned dance hall which in boom days had been a popular local rendezvous but now, four bleak miles from town, is windswept and half buried in shifting dust. In it is an ancient piano on which every evening, after a hard and futile day's labor, Liz plays jingling old tunes to her boys. Everything about the dug-out and the hall is as dusty as the sand hills themselves, but the piano is greased until it glows, and old sacks protect it from the inroads of swirling sand. It is an eery experience of an evening, passing along the deserted road, to hear the tinkling of the old piano above the rush of wind and the slither of sand on sand.

In a rural area after five years of drought and dust, county social workers have to be adaptable as well as hard-working. In addition to getting our people into the right emergency work organizations or on relief, we have a miscellaneous lot of responsibilities—medical care, recreation, nursery schools, adult education, community organization, the use of surplus commodities, keeping out of politics, and so on. Small salaries and the hazards of transportation in sub-zero or super-summer weather are incidents that we take in our stride along with the wind and the dust.

What troubles us most are the things that, it seems to us, something could be done about by just a little change in the policy that directs our efforts. Take for example a one room prairie shack housing eight people. The windmill is broken; water for whatever purpose must be hauled. Subsistence, in a manner of speaking, for those eight people comes from the earning of one of them on a road project. Another homesteader and his family live in a patched-up hen house. There is no well. He too works on the road. What about a project to improve living conditions, we ask? Would not well directed efforts in that line bring greater social and economic returns than so many of the public projects which there are fewer and fewer people—except social workers—to use?

The thirty social workers in the relief administrations of the eighteen counties in the southwest district of Kansas have received all their training and experience right on the job. Twenty-six have college degrees; the other four are graduate nurses with some public health experience. They come of pioneer stock and are not easily discouraged. What they feel most acutely is their professional isolation. As a

typically American antidote to this isolation, they organized. The Social Workers' Association of Southwest Kansas has standing committees on rural, medical, and case work problems, and on community organization, publicity, and public welfare. It meets every six weeks, the committees more often. When it is remembered that the district is some 150 miles one way by 110 the other, and that much of the traveling is over bad roads, through dust, winter cold or summer heat, something of these workers' interest in what they are doing can be appreciated.

ONE of the early meetings was on a day of such severe dust that in many places visibility was zero. Rising at dawn to start for a morning session, traveling over miles of blowing prairie, fearing to stop lest the battery be killed by the electricity in the dust and wind, fearing to go fast lest they run into a car stalled in a dust drift, they came 100 percent. Clothes were almost indistinguishable as to color and style. Faces were dark with dust except for owlish rings where goggles had protected the eyes. But they came, laughing and joking—"It takes grit to live out here," "We may be dusty but not in the head," "Weak in crops but strong in spirit," went the greetings.

The committee on rural problems has set each member a particular subject to study, for example: rural housing, rural education and recreation, philosophies of rural life, the effect of isolation, community and federal resources for the farmer, vocational guidance for rural youth, and modern theories of production and distribution, beginning with Stuart Chase's Economy of Abundance.

The medical problems committee is using a questionnaire in each of the eighteen counties to get detailed information on medical resources and their use, the payment of county doctors, nurses if any, hospital care, provision of drugs, and so on.

A bit from the report of the case work committee shows its spirit:

Time allowed for recording. In our small offices each of us has about thirty different responsibilities always pressing for attention. The committee first decided to list these but after reading an article about Jane Addams, we decided that none of us knew anything about work or long hours. The things which she did in a day would make at least two of our list, so we omit the list. Yet these pressing duties do not leave much time for recording. Therefore, it is essential that we adopt a method which gives us best results for the least time.

The Association has its fun, too. There was a famous Wild West supper, with pistols from the dime store, bandanna neckerchiefs, and false mustachios as atmosphere: Goldie Hipockets, the Comanche Cow-girl; Jolly Jozy of Boot-Hill Bar; Pinky Schropp, the Sheridan Shark; Eagle-Eyed Ed, the Wichita Walloper, and the rest of the gang were present.

Gatherings are enlivened by "tall stories" of the Dust Bowl. The plains folk, they say, have adopted a new device to show not only the direction but the force of the wind. It consists of a tall pole, with a steel logging chain attached to it. If the chain blows out horizontally it's only a breeze; if the links at the end of the chain begin to snap off you can call it a wind. If the whole chain flies to pieces and the pole blows over it is a Kansas Twister.

Jokes about the wind have their full flavor in the southwest counties of Kansas. Dust storms, they say, save labor. The farmers plant by throwing the seed in the air as the fields go by. They say, too, that Kansans know ways to take a dust storm. They can take it on the chin, in the eyes, ears, nose and mouth, down the neck, and in the soup. Why, in storms the birds of the plains fly backwards to keep the grit out of their eyes!

A popular story is of a traveler in a dust storm who stopped at a restaurant and ordered a boiled egg. When the egg was opened it was full of dirt. Five more were opened with the same result. Finally the traveler gave up the idea of eating an egg, but bought a dozen of them, took them home and put them under a setting hen. In three weeks he got ten mudhens and two sand-hill cranes.

Although the counties provide some funds for books for the relief staffs the Social Workers' Association saw that resources for its reading and study program would soon be exhausted. Outlines of study programs were difficult to get; necessary reference books seemed impossible. Salaries did not permit personal indulgence in professional literature. As the case work committee was examining catalogues of schools of social work, the happy thought came that it might be possible for one of the members to subscribe to a home-study course, which would be financed jointly. The study outline could be typed and passed around; the lesson prepared for return to the school would represent the thinking of the majority of the group. In true Kansas spirit they then began to question the ethics of such a procedure. At last they put it up to the state superintendent of relief to try to arrange for group study with a school of social work. If it can be managed for the case work committee, all the committees of the Association are ready to subscribe to the same thrifty plan.

IT is no accident that the social workers are eager for more education. In Kansas such eagerness is indigenous, a part of the mores of the people whatever their economic level. Here on the prairies houses may be modest or downright wretched, but school buildings even in remote places are invariably neat and well cared for, though sometimes we wish that God had made more trees. Families, however poor, aspire to education for their children—the most and best they can get. Every county has its local library and uses the service of the State Traveling Library; the good old fashioned literary society still has a place in the social and cultural life of the people. The ambition of the social workers for more education is just part of the Kansas tradition.

These workers are determined to break through their isolation and to widen their professional horizons—but they are aware, too, that out of their own experience may come, if they can formulate it, a contribution to knowledge of rural social work and its problems. Trail blazing for improving rural life has only begun, and they are trail blazers. So the Kansas Dust Bowl organizes not only for its own needs but to make the trail easier for the next travelers.

In the meanwhile, don't pity the Dust Bowl. It does not pity itself. It refuses to be downed. It has not lost courage. In good seasons crops have prospered, and life has been abundant. Surely the Dust Bowl will blossom again. If it has its dust season of black blizzards, dark days and choking nights, at other times it has crystal skies and starry nights. It has never-to-be-forgotten sunsets, the immensity of the sky over the great plains, and the gay little wild flowers that spring up everywhere whenever the rain falls.

Training Goes on the Road

By WEAVER W. PANGBURN

National Recreation Association

WITH a good substantial block of experience to guide it the National Recreation Association is going ahead with plans to put on the road again, during the fall and winter, its itinerant training schools for recreation leaders. That experience, accumulated earlier in the year, points conclusively to the usefulness of taking instruction in recreation methods directly to the doorsteps of the people who put them into action.

The larger purpose of this project was voiced by Governor Green of Rhode Island, at the opening session of the institute held in Providence. "The public in general, and recreation leaders in public and private agencies in particular, need to be trained in the more advantageous use of leisure time." The immediate aims of the Association were: to stimulate organized recreation as a cooperative community force, to add to the worker's kit of techniques and knowledge, and to relate recreation leaders closely to the resources of their own communities. What with depleted staffs and salary cuts everywhere recreation workers, like those in other fields of social work, have had little opportunity of late actually to work with the authorities whose books they read and whose papers they listen to at annual conferences. The Association in organizing the institutes took to people on the job, in the form of moderately priced courses, daily association with such specialists as William G. Vinal in nature activities, A. D. Zanzig in music, in arts and crafts Frank Staples, formerly director of the New Hampshire League of Arts and Crafts, and Ruth Canfield, formerly of Henry Street Settlement.

Traveling institutes, with a corps of specialists, are no great novelty. What made the recreation institutes distinctive were the length, breadth and quality of the courses offered, and the eager and accepting attitude of the people who enrolled for them.

Institutes were held in sixteen communities, among them Detroit, Indianapolis, St. Louis, Baltimore, Providence, Boston and the Twin Cities, Minneapolis and St. Paul. In each instance councils of social agencies shared in sponsoring them, usually in cooperation with municipal recreation departments, and sometimes with public schools. Interested laymen frequently helped with the necessary arrangements. Social agencies—public and private, schools, churches, community centers and so on, provided quarters for the classes not only as a gesture of cooperation but out of conviction of the usefulness of the project to their own activities.

The menu offered included courses in music leadership, drama, nature study, arts and crafts, social recreation, activities for women and girls and organization and administration. Each institute lasted a month with most of the courses involving at least eighteen hours work. Total enrollment for the sixteen institutes came to 3800. People were encouraged to take the entire course—at a bargain rate to be sure—in the belief that, while their practice might be limited to one or two subjects, an understanding of the whole recreation field and of relationships among community agencies would be stimulating and broadening to them. Approximately half of the students took the full course; the others, from one to four subjects.

The students, professional and lay, came from all walks of organized community life—from settlements, boys' clubs, schools, the various Y's, hospitals, churches, municipal and rural agencies, business groups, the Junior League and so on. A sprinkling registered as "housewives," and in one city ten registered on account of "personal interest." The division for WPA, NYA and adult education workers attached to relief agencies was usually filled to overflowing by men and women newly drawn into organized recreation.

Classes were so scheduled that people on the job could attend them without great loss of working time. Settlement and recreation center folk who are busiest in the late afternoon and evening, came to morning classes; teachers, to late afternoon and evening classes. So uneven were the experience, training and interests of the students that the instructors had a none too easy task in adapting their courses to the varied requirements. While the students were interested in discussing ideal plans and facilities the core of their concern was in their specific local situations and their quest was for fresh light and leading on ways to get results in the face of limited resources. Thus the content of the courses, or rather the emphasis, was constantly readjusted as the instructor came to know the specific needs of his students.

THE course in music leadership included discussion of the organization and management of groups and festivals, a review of the qualities and methods of leaders, study of the elements of music appreciation and practice in song leading. In the course on nature study, to which school teachers came out in large numbers, observation trips, discussions and illustrated lectures gave a broad introduction to new approaches to such matters as camping, hiking, trails and trailside museums, nature handicraft and games, local nature history and community nature programs.

The drama course, under Jack Stuart Knapp, trained in the Little Country Theater at Fargo, N. D., held principally to the varied elements in play production. Classes, organized into players' clubs, produced dramas in rehearsal form with clinics following. Discussion in the course in social recreation, led by Ethel Bowers, centered around the organization of social recreation teams, methods of party planning and leadership, and the never ending questions of what to do on rainy days, ice-breaking among strangers and how to adapt social affairs to small space. Musical mixers, square dances and folk games were practiced enthusiastically. Miss Bowers also taught the course in activities for women and girls.

Students in the arts and crafts course actually worked with materials. The instructors stressed the fundamental nature of materials, the plans and designs natural to them and the use of appropriate processes and tools. Original

designs and the utility and durability of projects were insisted upon. Not the least valuable of this and other courses were the detailed summaries of local resources which students took away with them for later reference.

The organization and administration course presented the sociological backgrounds of organized recreation, its values and scope; agencies for community cooperation in leisure time activities; the objectives and methods of large and small group organization and many technical questions relating to playgrounds, community centers and clubs. Instruction was given chiefly by Eugene T. Lies, James E. Rogers and Weaver W. Pangburn.

The general demand for return engagements by cities where institutes were held is an indication of the usefulness of this type of training school. The institutes now being set up for the coming fall and winter will follow pretty much the plan already tried, with variations suggested by experience. In some cities only three or four courses will be given, but most of them will be doubled in length—this especially in "repeat" cities where advanced courses will be offered.

Comments of students and letters from agencies leave little doubt of the usefulness of the institutes to the whole business of recreation. There is abundant evidence of a general revitalization of local programs and of increased cooperation among local agencies in specific projects. In some cities programs have been drastically revised, in others, outmoded activities have been dropped and new ones added. Not so tangible but no less evident are the effects of the institute contacts on the individual workers who, fortified with new skills, information and understanding, have gone back to their jobs refreshed and inspirited.

Tactics of Social Work Unions

By MAURICE TAYLOR

Associate Director, Pittsburgh Federation of Jewish Philanthropies

FUTURE historians of social work will find in Conference proceedings beginning about 1932, evidence not only of a sharpening interest among social workers in broad economic issues but also the expression of a full-blown concern with their own personal stake in the affairs of their profession. This latter sphere of interest constituted, prior to the depression, comparatively a blank page in their deliberations. It has now developed into a rapidly growing labor problem which is giving social agency administrators more concern than they ever felt in dealing with recalcitrant boards or communities.

The last four meetings of the National Conference of Jewish Social Service have devoted much time and thought to the subject of employment practices. The reports of its Committee on Employment Practices and Relationships, discussed and finally adopted in 1934, constitute probably the first formal statement by social workers of standards covering wages, hours, leaves, economic security, and so on. An important section dealt with the topic of protective organization. The Conference in adopting the report endorsed in principle the formation of employe associations but voiced no opinion on their theory, tactics, or methods. Since then, however, the use by certain groups of social workers of trade union tactics not only has brought the whole issue of collective bargaining in social work to the fore, but has provided experience for appraisal.

At the 1936 meeting of the Jewish Conference in Atlantic City a session was devoted to the subject, Employer-Employe Relations in Jewish Social Work. The discussion naturally centered around the situation in New York which has been more or less a test laboratory, though it is doubtful whether New York's acute experience has provided a real measure of relative strengths.

The genesis of the protective organization is found in the sharp recessions forced upon private social work by the depression when staffs turned their attention, hitherto directed almost wholly to the problems of their clients, to the preservation of their own economic status. In certain agencies, notably those whose workers became affiliated with the so-called rank and file movement now organized as the National Coordinating Committee of Social Service Employe Groups, a cleavage developed by which executives and boards were set apart from the practitioners. The latter claimed no community of interest with either of the other two, and were unable to see any solution of their problem except through the process of collective bargaining. Their major concern and objective was the promotion and protection of their economic welfare—their wages and working conditions—although they held that this did not preclude a professional concern in the technical performance of their jobs.

On the common ground that all were wage earners subject to the same stresses of economic insecurity, they aligned themselves with the non-professional employes in social work agencies and claimed as an illusion that improvement in economic status could be reached through improvement in professional status. The executive they viewed as the ally of the board, unwilling or unable to represent the true interests of the staff. For that reason they sought direct contact with the board as well as official representation on the governing council of the agency. The rank and file movement holds that social workers should develop a basis of united action with labor in general as part of the movement to bring control of social work as of other services into the hands of organized workers.

The rank and file group in the New York Jewish Federation has made considerable progress in affiliation with the main stream of the labor movement. Hospital workers, including professional and maintenance personnel, have been transferred to the Hospital Workers Union. Maintenance workers in other Federation institutions are now part of the Building Service Maintenance Union and some of the clerical workers belong to the Bookkeepers, Stenographers, and Accountants Union. After lengthy negotiations complicated by the vertical union philosophy of the National Coordinating Committee, the American Federa-

tion of Labor has finally granted a charter to the New York Association of Federation Workers. In the discussion at Atlantic City Solomon Lowenstein, executive of the New York Federation who has borne the brunt of the pressure of the AFW, welcomed this affiliation with the AF of L and foresaw in its responsible leadership a stabilizing influence for the future.

THE discussion at Atlantic City as well as facts and opinions which I have gathered indicate an overwelming feeling on the part of executives and boards, even among those sympathetic with the aims of the AFW, against the tactics it has pursued. Picketing, demonstrations, protest telegrams, and other forms of mass pressure are held ineffective in influencing the immediate decisions of boards who deny the assumption that all the virtue is on the side of the practitioners. Boards of Federation agencies, they insist, are as interested as the practitioners in the fate of agency clients, and have instituted salary cuts only when drastic reductions in contributions made them unavoidable. There has been no curtailment in staff or in standards of relief. The insistence of the rank-and-file that givers be compelled to maintain the size of their voluntary contributions has, they say, no practical reality particularly in the face of the severity of the depression and sharp recessions in income. On the other hand executives, while deploring the tactics employed, say that organization of workers has resulted in a greater awareness on the part of many boards of the personnel problem of the social agencies.

However, the method of collective bargaining and the threat of strike as used by labor in industry is held inapplicable to social work which operates on a non-profit basis. This was emphasized in the Atlantic City discussion by David L. Podell, attorney and member of the board of the New York Federation whose part in writing the NRA legislation was offered as evidence of his stand for labor and its right to bargain collectively. "In joining the professions of law and medicine, for example, you have the profit motive," he said. "In joining the ranks of social workers you abandon this and dedicate yourself to the public service. This does not mean that the social worker is not entitled to proper standards, compensation, and recognition, but it does mean that a different technique must be used in seeking to obtain them." Boards function under limitations somewhat beyond their control. Strikes in hospitals and institutions ministering to the needy cannot be countenanced. "I believe in the reasonable approach and in negotiation, and that which has accomplished more than strike or warfare, namely arbitration."

The rank and file answer to the uses of mediation was summed up by Molly Pearl of Brooklyn, "Only after attempts at mediation failed did we resort to other means of forcing boards to carry out their responsibilities to the workers, to the recipients of relief and to the community."

The discussion brought out other points: Militancy which may be effective in industry serves only to make the task of social work more difficult. Action by workers is limited by its effect on the raising of the agency's budget, and by the needs and rights of clients. The social worker has much more direct responsibility for the client than the trade unionist has for the consumer—this may be unfortunate for the practitioner, but it is an implied obligation of the job and cannot be ignored. In the relation between board and staff, militancy has resulted in creating an attitude of suspicion where formerly there was no difficulty in arranging joint discussion.

The New York tactic has not, it seems, been adopted elsewhere in private social work, even among groups affiliated with the National Coordinating Committee. Yet the results claimed in New York of increased salaries, forestalled cuts and discharge of personnel, and bettered working conditions have occurred elsewhere without the use of pressure methods. As against this, Harry L. Lurie, director of the National Council of Jewish Federations and Welfare Funds, pointed out that the history of labor indicates that organization has been important in improving the status of workers. "I have yet to be convinced that social work differs markedly from other forms of economic activity. There is too much already known of the experience of organized labor for social work employes to act on the premise that their own industry is of such a peculiar character that that experience is not applicable. With all the good will in the world on the part of executives and boards, they are in no more favorable position than industry to anticipate all of the reasonable and legitimate demands of employes. There is such a wide gap between ultimate goals of responsibility and of self-direction—not to speak of salary and other standards—between what has been obtained and what may be attainable, as to make an ample area of activity with which social workers' organizations will logically concern themselves."

In addition to the effect on board-staff relationship there was also recorded in the discussion the effect on staff and agency morale of the tactics employed. Membership in the AFW has come, on the part of many, through coercion and an unwillingness to face isolation. There has been a conflict of emotions among certain workers who, while recognizing the desirability of organization for certain ends, are not sure how the methods employed square with their individual professional philosophy. In certain agencies the challenging attitude promoted by the rank and file groups toward the responsibilities and accepted procedures of administration has created confusion which has undermined agency morale and interfered with efficiency.

OUT of the discussion in Atlantic City and out of my own observations I am led to the conclusion that the vertical union philosophy is a mistake in the field of social work. While it may be sound industrially, there is not enough community of interest between social workers, clerical workers, maintenance employes and other categories of employes in social agencies to afford the cohesion necessary to a strong effective union. Social workers weaken themselves by tying up, for organization purposes, with clerical workers, porters, orderlies and maids, who are notoriously difficult to organize and who now exist in overabundance among the unemployed. From the professional point of view as well as from that of the selfish interests of the group it is a mistake, I believe, to try to combine such divergent elements.

Paul Kellogg, in a symposium in *Social Work Today*, summed up a great deal when he said: "There is a whale of a lot of difference between tactics used to better relief and the same tactics used to break down a relief administration as part of a general agitation. . . . Questions of tactics hang on questions of objective. You phrase yours, 'whether social workers have a right to organize . . . and to . . . make use of labor tactics.' Make use of them for what?"

Behind the Headlines

THE STORY OF LINDA JONES

By ANN B. WILSON

Hungry Babies Mother Gives 2 Away on Street

Neighbor Hawks Girls to Passers-by While Parent, 22, Is Away at Work

By The United Press

SAN FRANCISCO, March 16.—Like a peddler hawking bananas, a woman stood in Jefferson Square here, stopped each passerby and asked:

"Don't you want a baby? My neighbor wants to give her baby away.

"Don't you want a baby? My neighbor wants to give her baby away."

Soon she found two women who did want a baby.

And in that casual manner Mrs. Linda Jones, twenty-two years old and impoverished, gave away to total strangers her two daughters, Dolores, two months old, and Edna, three years old.

"I was desperate," she explained today. "I couldn't bear the thought of my babies having to keep on suffering privations and being undernourished."

LINDA JONES was born in 1914. She was four years old when she and her mother and her six brothers and sisters became acquainted with the Associated Charities, the first of fourteen agencies which were to know them (and later Linda's stepfather) during the next fifteen years. Between January 1918, and November 1922, county aid to the amount of $2500 was given to the family. Then Linda's tuberculous father again became self-supporting and the family dropped off the relief rolls until February 1933, when the mother, now with a second husband applied for aid.

Linda's own father was a spieler at beach concessions. Linda's mother seemed relieved when he left San Francisco for, she said, "people felt more like doing things for her." In 1923, when Linda was nine, her mother and father were divorced. The children were awarded to the mother. Their father soon disappeared.

During the years when relief was not given, clinics, hospitals and a convalescent home aided members of Linda's family. The Society for Prevention of Cruelty to Children became interested in 1927, when it was reported that Linda's mother was neglecting her family. The Juvenile Court stepped into the picture in 1928, when one of the boys "had trouble with another boy over some money."

Linda's mother remarried in 1927. The family got along well—at least they were not known so frequently to social agencies—until 1933, when they were forced to go on relief. The brother, whom the Juvenile Court had placed on probation, enrolled in a CCC camp but was discharged when he went A.W.O.L. Another brother, who was at sea, returned because he "was so lonesome." The stepfather went from relief to CWA to SERA to WPA.

Linda and Edward met when their parents became friends. They married in 1932 because both were unhappy at home with their stepfathers and because Linda's sweetheart was away at sea. When he returned, he brought her an engagement ring. She told him she was married.

Three months after Linda and Edward married, they applied for relief, which was discontinued when it was discovered that Edward's residence was in another county. They then were obliged to live with Edward's parents. Family quarrels started and rose to a climax in Linda's threat to leave when she discovered that she was pregnant.

This first child was born in the county hospital. Edward found work here and there but they were on relief intermittently until they finally became established with an orange stand in the interior of the state where they stayed for more than a year.

Then Linda became pregnant again. The heat was too much for her, so she came home to her mother. The second child was born, with a physician from the Community Chest clinic in attendance.

After Linda recovered she returned to Edward and the orange stand. When she became pregnant again, she left for good, came to San Francisco and applied for relief. Aid was denied on the grounds that her husband was working and that there was no legal separation. She refused to return to Edward, saying, "I didn't realize marriage was one baby after another."

Edward sent her money with fair regularity. Meantime Ernest, her old sweetheart had married, deserted his wife and two children and now moved to the place where Linda lived in order "to take care of her."

In January 1936, the third baby since Linda's and Edward's marriage less than four years before was born at home, again with a doctor from the Community Chest clinic attending. The eldest child was sent to Edward, who had moved back with his parents, and Linda again applied for relief. Edward contributed $6 or $7 a week and the SERA gave Linda $8.55 a week.

Edward told Linda that he would stop contributing unless she and the two babies returned to him.

In February, Linda's sweetheart, Ernest, was brought into court by his mother-in-law, charged with non-support of his family, and was ordered to pay $25 a month.

In February, Linda left her babies with her mother and said she was going to try to find work. Her brother took the children to Edward, who refused to accept them. The brother then gave them to a policeman, who left them at the Detention Home as abandoned children.

Linda was found. The Juvenile Court told her that she must care for her children and leave Ernest or the children would be taken from her. Linda accepted the children.

On March 5, Linda received her two weeks' relief allowance of $15 from the SRA. On March 7, Edward sent her $4.50. On March 8, she persuaded a neighbor to give away her children.

While public sympathy was overflowing at hearing of the tragic story of a mother forced to give away her children because she could not provide for them, and at the appealing photographs of the pretty mother, the babies, and the women whose maternal yearnings led them to embrace the "gift children," the Juvenile Court again stepped in.

Preliminary to the court hearing, one of the women who had "wanted" a baby changed her mind; it was discovered that the home of the other could not be licensed as a boarding home by the Department of Public Health. The residence of the father of the children was proven to be in a neighboring county. Consequently, the case was transferred to the court of that county, and on April 8, Edward Jones was awarded a divorce and the permanent custody of his children, all of whom he wants to place for adoption.

Negroes: Working and Jobless

By JOSEPH S. HIMES, JR.

Director of Research, Urban League of Columbus, Ohio

IN these days of millions of unemployed workers and billions of relief dollars, we are likely to lose sight of "trees" of local conditions and human misery in the "woods" of the controversy around those millions and billions. In order to get a picture of its own community situation the Columbus Urban League, through its research department, conducted during the last quarter of 1935 a survey of employment among Negroes in the city. Field work and tabulation were done by Negro students from Ohio State University, as a National Youth Administration project.

The 1930 census reported a Negro population of 32,774 in Columbus, localized in seven areas. The survey covered four of these areas, with approximately three quarters of the total Negro population. A random sample of 768 or 9.6 percent, of the 7992 Negro households in the areas surveyed, was included; and reports were secured from all persons eighteen years of age and older in these households.

In all, 1862 persons were covered. Of these, one third (613) ordinarily were not gainfully employed—housewives, students, the aged, and the physically handicapped. Three quarters of the women interviewed were in this group.

Of the total, 29 percent (546) were employed full time; 11 percent (195) were employed part time; 7 percent (131) were on relief projects; while 20 percent (377) were jobless. Thus more than half this sample of wage earners had no employment, and constituted the adult burden resting upon the 47 percent which was employed.

Let us consider the figures for the two extreme sections of the city. In the "Hill Top" area reports were obtained from 237 Negro men. Of this number 59 percent had full time work; 10 percent worked part time; 10 percent were on relief projects; 16 percent were wholly unemployed; while but 5 percent did not ordinarily have gainful work. In the "South Seventh Street" area where, by contrast, conditions were the worst in the city, 260 Negro men reported their employment status. Of these, 32 percent were working full time; 11 percent had part time employment; 19 percent had work relief; 32 percent were wholly idle; and 6 percent were ordinarily without gainful employment. This difference is to be explained by the occupational and industrial characteristics of the communities. Workers from the "Hill Top" are engaged in bank, office, department store, and government buildings, and in the railroad industry. In the "South Seventh Street" area the workers are heavily concentrated in the building trades and in heavy manufacturing.

The difference in extent of unemployment is further reflected in the percentage of the female populations of the two sections of the city classed as jobless and ordinarily without gainful occupation. Eleven percent fewer Negro women reported themselves as not ordinarily working for wages in the "South Seventh Street" district, than in the "Hill Top" section; while practically four times as many ordinarily engaged in gainful work were at the time of the interview without employment. When male workers can find no employment, it is necessary for wives, sisters, and daughters to seek jobs, and the serious unemployment situation in this area is further aggravated by this high percentage of idle female wage earners.

Even more disquieting is the employment status of the heads of the Negro families studied. Close to one third were found to be without employment. Counting in those on relief projects, more than 40 percent were outside the ordinary industrial life of the community. Less than half of the total had full time jobs.

Of those unemployed when interviewed, who reported length of time they had been jobless, 8 percent had had no work for six years or longer; 50 percent had been idle two years and longer; while two thirds had had no jobs for one year or more. It is probable that many of the persons engaged full or part time or working on relief projects, when interviewed, previously had been unemployed.

ANALYSIS of reports from these wage earners and heads of households shows them to be largely in the effective years of life. Of the 373 reporting their age, 12 percent were over sixty years old. The remaining 88 percent were under sixty. The idle heads of households are somewhat older than the total group of jobless persons; and this fact may account, in part at least, for the somewhat greater duration of their idleness. One fifth of these 166 heads of households are sixty years of age and older, and a proportionately larger percentage is to be found in the age brackets forty years and over.

Each of these persons was asked to give briefly the cause for his idleness. The answers were grouped under four heads: slack work, illness, old age and retirement, and "other." Of these 373 jobless persons, 64 percent reported slack work—sheer inability to find employment—as the cause of their idleness; 15 percent attributed their unemployment to sickness; 7 percent answered that they were retired from gainful employment; while 14 percent gave other explanations of their idleness. Thus nearly two thirds of these persons considered themselves able to work and willing to work if jobs were to be had.

Data on occupations were analyzed under five categories: professional and managerial, 6 percent; skilled trades, 10 percent; semi-skilled trades, 18 percent; unskilled trades, 19 percent; personal and domestic service, 47 percent. The analysis for the 166 heads of households who reported their occupations is a fairly close parallel, with the proportion in unskilled trades somewhat higher; in professional occupations and in personal and domestic service somewhat lower. Clearly, two thirds of these unemployed persons came from low paid occupations and were likely to have had considerably lower economic reserves than the other one third of the jobless covered in this investigation. It is possible for professional or skilled

workers to find employment in occupations requiring less skill; but the opposite is unlikely with workers who have only meager skills.

It is safe, because this sample is representative, to generalize the picture presented in terms of the total adult Negro population of the city. No attempt has, however, been made in the present survey either to enumerate or to analyze all the problems associated with unemployment.

Housing conditions among Negroes in Columbus, as in practically all northern industrial cities, have never been very satisfactory. Under the prolonged impact of unemployment and curtailed income, living quarters have progressively deteriorated. Increased congestion has resulted, causing critical personal and social maladjustments.

The decline in the deathrate among Negroes has been retarded, and in some instances, wholly reversed. In 1935, for example, the deathrate from all forms of tuberculosis among Negroes was four times that for the whites. This marks a rise over both the actual and comparative rates for 1934. Similarly, the decline in juvenile and adult delinquency has been retarded. Last year more Negroes were arrested than in 1934, the first time in nearly a decade that this figure has not declined.

The effects upon children and youth, though perhaps not so evident, are doubtless even more serious, due to misery, want, and distress at home; inadequate clothing; and lack of money for carfare, lunches, and necessary school supplies. Once out of school, the young person encounters unemployment, lack of wholesome recreation, frustration and bewilderment. The unemployment or part time income of husbands has forced many mothers to seek work, thus relaxing parental control over adolescents.

Even more serious are the inroads of unemployment upon personal, family, and community integrity. When hope is replaced by frustration and despair, personality disintegrates, family morale vanishes, and both family and community sag. Unemployables multiply and attitudes of dependence fasten upon "the relief"; "chance-hope" flourishes around the numbers racket and novel religious cults. Here is a problem meriting the most careful investigation.

There are some signs of economic recovery, and manifestly the Negro worker will share in this upturn to the degree that he participates in the economic life of the community. One of the striking revelations of this survey, however, was the marginal position of the colored worker in local industrial life. The situation calls for a long time constructive industrial, vocational, and employment program. To be effective, it must include at least:

Periodic surveys, not alone of the extent, duration, and causes of unemployment, but also of vocational trends and opportunities, the industrial status of Negro workers, and the training required by various industries.

The opening of employment opportunities in new industries and the enlargement of opportunities where Negro workers already have a footing.

Vocational guidance based on needs and opportunities for young Negroes.

A coordinated employment service where practical placement and constructive personnel work can be related.

Twenty-Five Years Ago in The Survey

August 1911

THE governor of Massachusetts had appointed "a commission to investigate the wages of women and minors and to report on the advisability of establishing minimum wage boards."

THE University Settlement of New York announced the opening of a "vacation home" for social workers in the Manor House on the Howland estate at Fishkill, N. Y. "There is an unusually fine pipe organ in the house and it is planned from time to time to have the instrument played upon by organists of note."

THE annual meeting of the National Association for the Study and Prevention of Tuberculosis was reported by Livingston Farrand*, executive secretary, National Tuberculosis Association.

**Since 1921 president of Cornell University.*

"THE report of the Minneapolis Vice Commission will make a book of 135 pages. . . . Believing that the citizen body in Minneapolis had already begun to feel the world movement against this deeply intrenched enemy [prostitution] the Commission did not deem it necessary to deliver such a smashing blow as did the Chicago Commission." Eugene T. Lies,* secretary Minneapolis Associated Charities.

**Since 1920 with the National Recreation Association.*

THE open-air dance hall, "in the heart of what used to be Greenwich Village . . . with a floor large enough for forty couples," was attracting attention as an effort to overcome "the notorious influence for evil" of the public dance hall. "The originator is Mary Kingsbury Simkhovitch, head worker of the Greenwich House Cooperative Settlement."

THE Second Annual Conference of Rural Social Workers was held in Amherst, Mass. "The rural problem, many think, is in need not so much of discussion as it is of attack."

STATES reporting action in relation to workmen's compensation, either commissions to study new laws passed or boards appointed, included Wisconsin, Iowa, Pennsylvania, Ohio, California, North Dakota, Washington and Texas.

"A SERIES of standards has been adopted by the Joint Board of Sanitary Control of the Cloak and Suit Industry in New York . . . the first sanitary program legislated for jointly by the employers and employes in any industry in the United States and in that respect an important step forward in the history of industrial relations on this side of the Atlantic."

A NEW law to establish a farm and industrial colony promised "to place New York in the front rank of states which apply modern reformatory methods to the care of tramps and vagrants."

MASSACHUSETTS had recently passed a law "regarded as a most important next step in vocational education," which provided for a "comprehensive study of the vocational needs of working children between fourteen and seventeen years," and appropriated $6500 for the purpose.

The Common Welfare

Relief in Election Year

WHAT can happen when relief goes back to communities is no longer a subject of speculation. Full size exhibits, not of sparsely populated, chronically poor counties and towns, but of rich and populous states and cities, are now on the record. They are Pennsylvania, Illinois—specifically Chicago—and New Jersey. The details in each exhibit vary [see page 240] but running through all three is evidence leading to the inescapable conclusion that relief, "gone back," becomes the club with which politicians beat each other.

The issue is not whether relief can be decentralized and be decent, it is whether the politicians, big and little, will let it be. There is much to be said for decentralization, for local management of relief, and there are available exhibits of its effectiveness. But the pros and cons of decentralization are not in the balance, except as words, in the situations now engaging public attention. It is a straight politician's fight especially bitter because of the presidential elections. In Pennsylvania there is, indeed, no question of decentralization—the SERB organization has not been attacked, at least not yet. The struggle is between highly organized political factions. Relief happens to be the innocent bystander.

In Illinois, the factional fight is intensified by old animosities between downstate and Chicago politicians. Everyone knows that Mayor Kelly and Governor Horner are out to get each other's political scalp. The unworkable bill which practically demolished the ERC and turned relief administration back to townships, counties and the city of Chicago [see *The Survey,* July 1936, page 209] was recognized as a downstate crack at the city. The Chicago Chapter of the AASW, reviewing the scene in mid-July concludes that:

> . . . partisan and factional struggles are at the root of the present situation. "Playing politics with relief" has grown to be a habit in Illinois. . . . Unwillingness for partisan reasons to accept the benefits of an administration measure and local vested interests in our present outmoded methods of administration are explanations of our delay in accepting the grants-in-aid under the Social Security Act.

The New Jersey situation has been hailed in various quarters as a "laboratory," "a successful experiment in putting relief on a business basis," "a test of decentralization," and so on. It is in fact none of these things. There is not a sound experimental bone in the whole body of what is happening in New Jersey. Behind and coloring that much publicized situation are the implications, in a presidential election year, of the political usefulness of local control of "the relief business," the political significances of unpopular taxes, and the pressures engendered by fear of relief wages in competition with those of sweated seasonal industries. If the New Jersey situation is a test of anything it is of the capacity of people to endure. The real test will come when the truck gardens are harvested, the berry fields picked out and the summer resorts boarded up.

Meantime human beings in Pennsylvania, in Chicago and in New Jersey do not starve, that is not usually and not quite. They are merely harried from one misery to another, forced to take wages that violate every standard of decency, and driven out to beg or to "scratch."

The NEA Resolves

FREEDOM of teaching, as "a public safeguard," was central to the discussions of nearly ten thousand public school teachers, meeting in the annual convention of the National Education Association in Portland, Ore. last month. Convention resolutions defending academic freedom, condemning "oath laws" and opposing compulsory military training, expressed the teachers' growing sense of the seriousness of these threats to education in a democracy. In affirming its position the representative assembly of the meeting voted:

> As concerns controversial issues, it is to be understood clearly that freedom of teaching implies presentation of facts on all sides with interpretations. . . . Teachers must not be intimidated by administrators, boards of education or pressure groups through fear of loss of position, reduction of salary, loss of opportunities for advancement, or deprivation of their usual assignments, responsibilities and authority.

In their opposition to "oath laws," the teachers found an unexpected ally when a spokesman for the national commander of the American Legion expressed the belief that "some of the sources agitating such legislation are as menacing to American democracy as the elements they profess to be attacking." A resolution urged the early repeal of the "red rider" attached to the District of Columbia appropriation bill requiring teachers in the District to swear each pay day that during the previous month they had not taught or advocated Communism.

This forthright meeting of the NEA also went on record as favoring federal aid to education, a permanent division for youth education and guidance in the U.S. Office of Education, and "tenure of position for teachers as a means of insuring to the children of the land the best possible instruction."

Committee of the Plains

AS if this politically torrid summer were not enough to bear along comes a drought to devastate great areas and reduce great numbers of people to helplessness and want. Not much can be done about a drought, per se, but it seems evident to all but the congenitally myopic that, by the exercise of hindsight and foresight something can be done to cut its ravages, human and economic. The present acute situation, comparable to if not worse than that of two years ago, reaches with varying degrees of severity into half the states of the Union. In many areas the drought is a sporadic affliction to be suffered through as well as may be. In others it is the last straw of long accumulating experience pointing to the misuse of land and water.

At the moment agencies of government [see page 241]

are putting their backs into the effort to save what can be saved, to provide subsistence for man and beast, work for people idle on their burned-up land, funds to finance a new planting this fall and next spring where conditions warrant. Even more important is the drive, with this summer as an object lesson, to realign the use of land, to turn back to grass lands which should never have been put into cultivation, to develop intensively the proper conservation of water which will save or restore to productivity lands now threatened.

To formulate promptly a long time program for the economic rehabilitation of stricken areas in the West, President Roosevelt has appointed the Great Plains Drought Area Committee, headed by Morris L. Cooke and including John C. Page of the Bureau of Reclamation, Frederick H. Fowler of the National Resources Committee, H. H. Bennett of the Soil Conservation Service, Colonel R. C. Moore of the army engineers, Rexford G. Tugwell of the Resettlement Administration and Harry L. Hopkins of the WPA.

Charging the new committee the President said:

> We have supposed that the modes of settlement and of development which have been prevalent represented the ordinary course of civilization. But perhaps in this area of relatively little rain, practices brought from the more humid part of the country are not most suitable under the prevailing natural conditions. At any rate, circumstances make it obvious that relief activities are not sufficient and that a competent study and recommendations are desirable.

A Racketeer and How He Grew

CHARLES (Lucky) Luciano's chief claim to fame rests on the fact that he is the first racketeer to be tried, convicted and sentenced to serve a long penitentiary term, not for income tax violation or some equally irrelevant offense, but for his racketeering. This is a triumph for the forces of law and order, and conspicuously for Special Prosecutor Dewey and his investigation into the rackets which prey on New York citizens. In the course of his spectacular trial, Luciano, whose specialty was splitting the profits of "compulsory prostitution," was declared by the prosecution to have had "a controlling interest in almost every racket to which this city is subjected."

An eight-page report by Irving W. Halpern, chief probation officer of the Court of General Sessions, draws a striking picture of the man behind the rackets.

As Salvatore Lucania, "Lucky" came to this country from his native Italy with his parents in 1910, when he was nine years old. (He has never become an American citizen.) His home was a lower East Side tenement. When he left school, at the age of fourteen, he had a record of poor work and "chronic truancy," and was still in the fifth grade. The report states: ". . . at an early age he was beyond the control of his parents. His behavior patterns and social attitudes during this formative period were largely conditioned by the influence of unwholesome associates, with the result that by the time he was eighteen years old he had acquired a definitely criminalistic pattern of conduct." Since leaving school he has been arrested twenty-five times. Usually he paid a small fine or was discharged. In 1916 he was sent to prison for a narcotic violation but was paroled in six months; fourteen years later, he was fined one thousand dollars for operating a gambling device. At the time of his last arrest, he was a guest in an expensive Hot Springs hotel. During the previous year he had lived at the Waldorf-Astoria and the Barbizon-Plaza in New York City. "His ideals of life resolved themselves into money to spend, beautiful women to enjoy, silk underclothes, and places to go in style."

The chief probation officer's report adds: "His social outlook is essentially childish, in that it is dominated by recklessness and a craving for action. His only asset as a leader consists of his apparent calmness at times of stress. . . . As a consequence he is accorded a degree of underworld respect. . . . His freedom from conscience springs from his admitted philosophy: 'I never was a crumb, and if I have to be a crumb I'd rather be dead.' "

To "Lucky" Luciano, a "crumb" is a man "who works and saves and lays his money aside."

The Labor Split Widens

THE split in the ranks of organized labor is apparently widened by each swift move in the complicated game going forward under the leadership of William Green, president of the American Federation of Labor, and John L. Lewis, president of the United Mine Workers and head of the Committee for Industrial Organization. As this is written, President Green has accepted as a refusal, Mr. Lewis' reply to the demand of the executive council of the AF of L that the twelve unions making up the CIO appear before the council on August 3, to answer charges of "fomenting insurrection," filed by John P. Frey, president of the Metal Trades Department. The CIO, which now includes about 40 percent of the AF of L membership and some of the strongest leaders developed within the Federation, challenges the right of the executive council to take action which would amount to the expulsion of affiliated unions. This power, Mr. Lewis submits, is reserved by the AF of L constitution to the convention, where a two thirds vote is required. But as spokesman for the CIO, Mr. Lewis goes back of these technicalities of procedure to what his group considers the real issue between the two factions: "The vague charges of dualism, rebellion and fomenting insurrection are wholly based upon the work of the CIO in organizing the labor of certain mass production industries into industrial unions." As the immediate basis for the charges, the Lewis letter cites the organizing campaign in steel [see *Survey Graphic,* August 1936, page 453]: ". . . the council opposes such organizing activities unless they involve segregating the acquired membership into a multiplicity of craft jurisdictions." But the majority of these workers, Mr. Lewis observes, "do not fit into craft categories," and the development of the mass production industries, "with their compact associated management and common labor policies," calls for "an equivalent solidarity on the part of the employes."

Commenting on the letter, President Green states that: "The right and power of the excutive council to act in the premises and to deal with an emergency such as never before existed within the Federation of Labor will be passed upon and determined by the executive council before any official decision is rendered."

From the Lewis letter it seems clear that the organizing campaign in steel will be pushed, and that the CIO is prepared to "carry on," without regard to the crafts group.

The Social Front

Relief

RELIEF crises developed the past month in Pennsylvania and Illinois so acute as to draw attention even from troubled New Jersey.

Pennsylvania—The Legislature has been in special session since May 4, with Governor Earle and the Republican controlled Senate deadlocked over relief. The governor, backed by the estimates of Karl de Schweinitz, state relief director, asked first for a revenue program to raise $70,500,000 to last till February 1, 1937, but later agreed to $55 million. The Senate stood pat for $35 million. Before a compromise of $45 million was reached on July 14, with the transfer of $3 million from special funds as a stop-gap, relief funds had been completely exhausted and for eight days 173,000 families throughout the state had been without help. However, the resumption of relief on July 15 was just a breathing spell, for the legislators and governor promptly locked horns again over the tax program which would produce the $45 million. At this writing the governor refuses to transfer any more special funds to relief until the Legislature produces a tax program; the two houses of the Legislature are unable to agree on painless means of raising money in a presidential election year; relief funds again are exhausted and relief again suspended.

Meantime "hunger marchers," led apparently by the Workers' Alliance, have camped out in the rotunda of the capitol in Harrisburg. Women are bathing their children under the dome, washing their clothes and drying them on the statuary.

Illinois—Under the new procedures established by the Legislature which went into operation July 1 [see *The Survey,* July 1936, page 209] relief has staggered along downstate and almost completely broken down in Chicago. The city had for actual relief in July $1,318,000 from the sales tax plus a possible $667,000 from the sale of anticipation warrants against the 30 cent property levy. For administration it had not one red cent. As a result relief allowances were sharply reduced and new applications refused. Volunteers remained at the relief stations to write out food orders for the 80,000 families on relief. Members of the board of aldermen put up $2000 for postage to mail the checks for the first half of the month and Mayor Kelly personally "advanced a loan" of $2500 for the same purpose for the second half. It now develops that the supply of blanks will be exhausted before the August 1 food orders are all written and no one knows where to find the $5000 necessary for a new printing.

The Legislature will meet on August 4 so by the time this is read, a way out of the impasse may have been found. So complicated is the situation however, so involved with personalities and political jockeying and with traditional issues between downstate Illinois and the city of Chicago, that the battle promises to be bitter and the outcome uncertain. The Chicago Chapter of the American Association of Social Workers, the Council of Social Agencies, the Federation of Settlements and various other social and civic bodies are joining in pressure on city and state officials alike to bring decency and order into the situation.

New Jersey—Truth about relief in New Jersey seems to be in the eyes of the beholder. Investigations have been made by the WPA, the American Association of Social Workers, the State League of Municipalities and the New York Board of Trade. Conclusions vary so widely that the public, drawing its information from newspaper reports, is hopelessly confused. Only one fact comes clear that whatever the situation now, with seasonal employment at its height, a much more critical one is inevitable the coming winter.

The ERA, which has had no funds to distribute since April 15, closed its books and officially went out of business on August 1. A new relief agency, the State Financial Assistance Commission with Arthur Mudd as director, has been set up by Governor Hoffman to apportion among 564 municipalities the $6 million appropriated from the inheritance tax on the Dorrance estate [see *The Survey,* July 1936, page 210] which must last until January 1. The League of Municipalities estimates that this falls short by at least $4 million of being enough. Neither Governor Hoffman nor the new Commission are receptive to proposals to call the Legislature into special session to discuss a relief program, certainly not before election.

The $6 million is being allocated to municipalities under an elaborate formula which takes account of property valuation, tax collections and credit position generally. Under it, so far as anyone short of a financial expert can figure, the state would reimburse municipalities for something like 57 percent of their relief expenditures, but apparently municipalities with little or no credit or resources to match state allotments will just be out of luck and the hapless relief families, still more so. In the classic language of a poormaster, aged 70, and proud of his feat of reducing the ERA case load from 2330 to 160, "Let 'em get out and scratch."

Handy Commodities—Because of the availability of seasonal work, because of changes in rules for WPA certification and because of stringency of funds, the Washington State Department of Public Welfare last month discontinued direct relief to all able-bodied persons and certified them to WPA. "If need is acute and the family cannot carry itself until WPA placement, federal surplus commodities may be made available and in extreme cases, such as those involving illness, additional voucher relief may occasionally be needed."

The Department also "because of the extremely limited funds available for cash and voucher relief," advises local administrators "to draw as heavily as possible" on surplus commodities to meet needs in family units where an old age assistance grant is being made. "It will not be possible for us to continue to grant cash or voucher relief for the care of a non-eligible spouse in instances where commodities can be made available along with the pension grant to meet the needs of the couple or other small family unit." A double issue of commodities, both food and available clothing, is suggested for each individual affected.

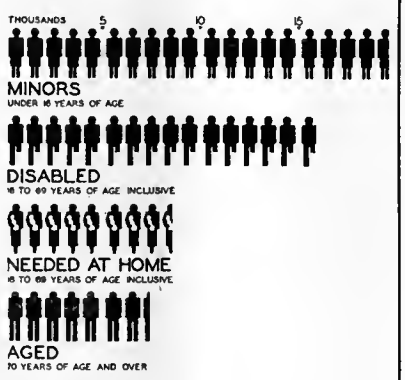
Lone Women—The U. S. Women's Bureau publishes the report of a study of 3500 "detached females" who had applied for relief in five cities: Chicago, Minneapolis, St. Paul, Cleveland and Philadelphia. The women in Chicago and Philadelphia were an older group than those in the other cities, more than two thirds of them being over forty, while in St. Paul, Minneapolis and Cleveland a large proportion were under thirty. As a whole, the women had been an employed group. In each city, roughly one half had been in domestic or service occupations. In Chicago and Philadelphia, the second largest groups had been factory workers; in the other cities, clerical workers. Loss of job and inability to find work were the most frequent reasons for seeking relief; advancing age and ill health were also important. Roughly three

fourths of the Chicago and Cleveland women had lost their jobs for industrial reasons. In four cities, 60 to 75 percent of the women had been away from their usual employment at least a year; in Philadelphia the overwhelming majority had been laid off early in the depression.

Money—The City Affairs Committee of New York, John Haynes Holmes, chairman, after examining the relief situation and the financial condition of the city holds that if all emergency relief taxes were applied to the payment of current relief needs, the city's monthly contribution to home relief budgets (the state contributes 40 percent) could be increased by at least $6,250,000. The Committee, 112 East 19 Street, publishes its findings in a twelve-page bulletin, City Relief and City Finance, in which it checks the extent to which the recommendations of the Mayor's Committee on Unemployment Relief, made in March 1935, have been followed and the use that has been made of special tax funds. Relief budgets, it concludes, remain "utterly inadequate" and should be increased by a minimum of 25 percent. "Meanwhile the city in 1936 has continued to appropriate less for the use of the unemployed than it has received from the taxpayers for this purpose."

Try Credit—The New York TERA has all but shut the door to intermittent emergency relief to WPA workers who do not receive their pay checks when due. "Since the WPA has been in operation long enough to enable those employed by it to establish reasonable credit, such emergency grants are an avoidable drain upon state and local relief funds. That WPA workers without hardship can generally get credit against the wages due them is indicated by the experience of districts where this policy has been tried." The TERA admits however that there are "exceptional circumstances" and "individual cases" where hardship might result, and does not close the door against them.

Put and Take—The relief rolls of Pennsylvania seem to be gaining about as many cases from WPA as they are losing to it. Figures for June, the latest month available, show the weekly average of cases closed on account of WPA employment as 2003; of cases opened because of loss of such employment, 2756. The weekly average of cases closed on account of private employment was 3444 a sharp drop from the May average of 5068; of cases opened because of the loss or curtailment of such employment, 3217 against 3428 in May. During the week ending July 4 the net effect of WPA employment on relief rolls was a decrease of seventy-four cases; of private employment, an increase of 640. . . . In New York City the ERB rolls declined by 2215 cases from June 5 to July 3. The number of applicants for relief dropped from 7447 the first week of that period to 4452 the last week. Applications accepted totaled 2719 the last week against 3624 the first.



When WPA drew the line between employables and unemployables the Pennsylvania SERA examined its case load and found that less than 6 percent, 24,358 cases, contained no employable person. The number of persons represented by the cases totalled 51,809. Nearly half the cases were single persons; about a fourth were eligible for mothers' aid, old age or blind assistance. Why these persons were unemployable by WPA definition is indicated in the chart.

With the WPA

THE catastrophic drought in the Northwest and South has completely upset the orderly program of WPA in some sixteen states and has turned its organization together with that of the Resettlement Administration into a disaster relief agency of major proportions. Employment quotas have been sharply raised, red tape slashed and projects snapped into operation almost overnight. Conditions are changing too rapidly to permit at this time any summary of the situation. In some states plagues of grasshoppers and crickets and visitations of forest fires have added to the general misery. Hundreds of farm families have abandoned their homes and betaken themselves and their scanty possessions westward in search of more bearable conditions. (Agencies for transients take notice!) But many more remain on the stricken land, their situation becoming worse, from day to day. Officials of the Resettlement Administration estimate that as a result of the drought in the Northwest alone, families representing at least a million persons will have to be cared for this winter by some form of federal assistance. That efforts will be made to resettle many thousands of families in less arid areas seem probable. In mid-July the RA allotted $624,000 as an initial fund for the emergency subsistence needs of farm families in seven drought-stricken southern states.

The WPA is putting most of its efforts into projects for water storage and control. Hundreds of dams are now under construction in the Dakotas, Minnesota, Montana and Wyoming, with plans reaching into the thousands for additional dams, reservoirs and wells on public property. As many farmers as possible are being assigned to these projects, with the RA supplying direct relief until the WPA payroll begins to function. Under certain circumstances the RA continues direct relief; for example when a man, the one employable in a family, cannot leave his livestock, or when the distance to the nearest available project is too great to make assignment practical.

Round Figures—The end of the fiscal year on June 30 gave the WPA an opportunity to round up a statistical summary of its first "term." Employment in all agencies participating in the Works Program reached a peak of 3,853,000 in the week ending March 7. By June 20 it had declined to 3,282,045, with every indication that the downward trend would continue. Employment in WPA proper reached its top of 3,036,000 the last week in February. By June 20 the number had dropped to 2,268,542. WPA expenditures totaling $173,700,000 in May showed a decrease of 5 percent from April and 9 percent from March. Average hourly earnings of workers increased gradually from January to 45 cents during the first half of May. Under the new WPA program no hourly wage rates will be less than the prevailing local hourly rate though total monthly earnings generally will remain unchanged.

The official report on the Works Program up to March 16, 1936, has now been published in a large illustrated pamphlet of 106 pages.

Vexed Vacations—The answer to who gets vacations on WPA projects seems to be analagous to the answer to button, button, who's got the button. Since May rulings, over-rulings and counter-rulings under the terms of the Retroactive Vacations Act have followed one after another. First Harry L. Hopkins ruled that ". . . . effective January 1, 1936 administrative and supervisory employes [of WPA] shall be entitled to cumulative leave at the rate of twenty-six days per calendar

year." On June 30 this was rescinded in a letter which quoted John R. McCarl, then comptroller general, as ruling that "persons assigned to WPA projects by or through the U.S. Employment Service from relief rolls or otherwise . . . are 'security wage workers' as distinguished from 'officers and employes' and are not entitled to sick or annual leave of absence with pay, irrespective of the class of work to which they are assigned, that is, whether 'white collar' or mechanical or labor work and notwithstanding they are paid prevailing wages . . . ."

In mid-July came a new order which excepted from the earlier ruling supervisory and administrative employes on six federal projects, numbers 1 to 6, who are on monthly or semi-monthly salaries and who work not less than thirty-nine hours a week. The six specified numbered projects are:

1. Federal theatre, writers, music and art projects.
2. Historical American building survey.
3. Staffing of state planning boards.
4. Survey of archives of federal government outside the District of Columbia.
5. General inspection of plumbing installations in federal buildings in New York City and Detroit.
6. Historic American merchant marine survey.

Meantime, before these exceptions were announced, certain employes of the theatre project had brought identical suits against Mr. Hopkins and others in the U.S. Circuit Court claiming that, "The denial of his vacation to plaintiff will serve to deprive him of any rest or relief from his employment . . . and will serve to undermine his health and well-being, and the health and well-being of all the other thousands of such supervisory and administrative employes similarly situated . . . [such denial] is an irreparable injury requiring the interposition of a court of equity, and damages therefrom resulting are now and will ever be incapable of any exact determination."

What effect the current ruling will have on these suits, and whether suits will be brought for groups other than the six favored, are questions which continue, at this writing, to go round and round, with no one offering the answers.

Wage Rates — The lowest level of wage rates on WPA projects has been raised from $19 to $21 by the transfer of seven southern states, from Region IV to Region III. The states are Alabama, Florida, Georgia, Mississippi, Tennessee and North and South Carolina. In certain rural areas or communities of less than 5000 in these states the $19 rate, lowest paid on any projects, had prevailed. Six other states had been transferred previously and Region IV and the $19 rate are now eliminated.

Uncle Sam's Share — First allotments to states from the new WPA appropriations total $350 million. They are earmarked for continuing some present non-federal projects and starting others already approved. State by state they are:

Alabama	$ 4,088,875
Arizona	1,411,375
Arkansas	3,097,500
California	20,689,375
Colorado	4,795,875
Connecticut	4,073,125
Delaware	399,000
District of Columbia	1,032,500
Florida	2,845,500
Georgia	4,333,875
Idaho	1,335,250
Illinois	24,372,250
Indiana	9,820,125
Iowa	3,709,125
Kansas	4,389,875
Kentucky	4,522,000
Louisiana	5,502,000
Maine	1,217,125
Maryland	2,448,250
Massachusetts	16,428,125
Michigan	12,258,750
Minnesota	8,964,375
Mississippi	2,578,625
Missouri	9,327,500
Montana	1,393,875
Nebraska	2,499,875
Nevada	353,500
New Hampshire	1,000,125
New Jersey	13,553,750
New Mexico	1,414,875
New York City	36,697,500
New York; Up-State	18,213,125
North Carolina	3,220,000
North Dakota	1,490,125
Ohio	26,346,250
Oklahoma	6,152,125
Oregon	2,755,375
Pennsylvania	36,828,750
Rhode Island	2,029,125
South Carolina	2,645,125
South Dakota	1,527,750
Tennessee	3,973,375
Texas	8,858,500
Utah	1,759,625
Vermont	588,875
Virginia	3,244,500
Washington	5,541,375
West Virginia	5,383,000
Wisconsin	8,280,125
Wyoming	609,000

Jobs and Wages

A DOUBLE handful of fat figures which "only begin to present the actual accomplishments of the State Employment Services," were offered by W. Frank Persons, director U.S. Employment Service, at the recent annual convention of the International Association of Public Employment Services. In the 34-month period ending April 30, 1936—that being the life-span of the U.S. Employment Service—the State Employment Services and the National Reemployment Service made 15,023,679 placements. Of these 7,353,701 were in projects of CWA, WPA or relief administrations; 4,402,692 were in PWA projects or in government service and 3,287,286 were in private industry. The NRS registered 14,011,889 different individuals and made 10,476,520 placements. The state employment offices registered 8,231,765 and placed 4,547,159.

At the end of April, thirty-five state employment services affiliated with the USES were operating 296 employment offices, an increase of 112 in less than a year. Recent legislation will presently bring the number of cooperating states to forty-two.

The total of federal, state and local funds available to the affiliated services during the fiscal year that ended June 30, was approximately $4,311,000. This was an increase of $1,515,000 over 1934-35.

Men Working—One new employe hired on a PWA project means four and a half new employes on the payrolls of industries supplying materials for that project, according to a cross section study of six completed power projects by the U.S. Bureau of Labor Statistics. The projects were located in Illinois, Minnesota, Missouri, Ohio, Oklahoma and Virginia. They represented labor at the site totaling $61,046 for 85,529 man-hours; and mine, transportation and factory labor off the site representing $400,582 or 380,000 man-hours.

Minimum Wage — A rehearing of the five-to-four decision of the U. S. Supreme Court invalidating the New York State Minimum Wage Act was asked late in June by John J. Bennett, Jr., attorney general, and Harry Epstein, solicitor general. In their brief, counsel for the state submitted that the Court's majority "misread the purport" of the petition originally submitted in the case. They asked that the court reconsider the constitutional question involved in the Adkins case, on which the recent decision depended. [See *Survey Graphic,* July 1936, page 412.] No action on the petition for rehearing can be taken until the court reconvenes after the summer recess.

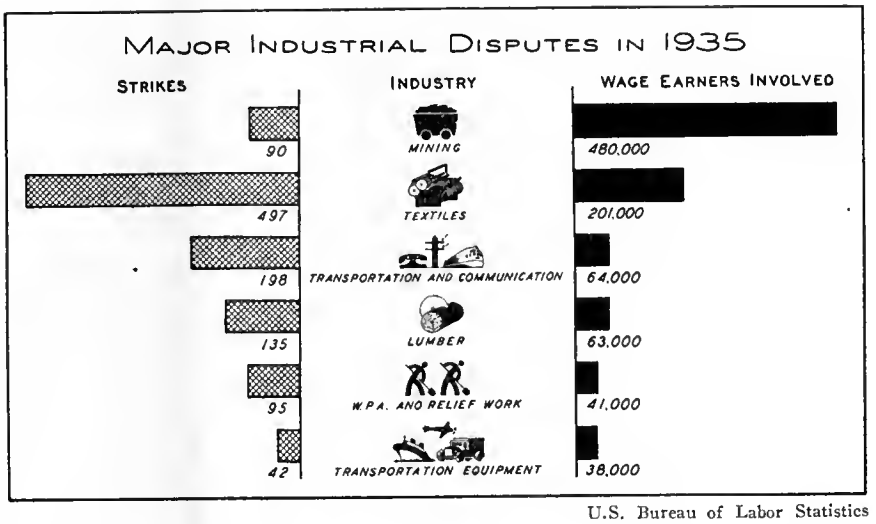
As a result of the minimum wage decision Massachusetts has amended its law to make it, in certain respects nominally a health measure. Administration of the law is put under the control of the Commissioner of Public Health in the hands of a commission composed of the Commissioner of Labor and Industries, who shall be the chairman, the

Commissioners of Public Health and Public Welfare. The commission in determining a "fair wage" may take account, in addition to considerations provided under the old law, of "the wages necessary to conserve and maintain the health of female employes and minors." The provision for publishing names of persons not conforming with directory orders is retained from the previous law; also the penalties for disregard of mandatory orders.

Jobs in Philadelphia — Unemployment in Philadelphia has been cut from 46 percent of the employable persons in 1933, to 35 and 32 percent in 1934 and 1935, and is now 30.2 percent, according to a preliminary tabulation of the annual survey of employment taken by the Industrial Research Department of the University of Pennsylvania each spring. The data are based on a study of nearly 45,000 households in 150 selected school blocks of the ten school districts of the city. This year it was found that 61 percent of the total number of employables had full time jobs, while about 9 percent were employed part time. Employable persons were defined as those sixteen years of age or over, working or able and willing to work. Jobs lasting thirty hours a week or over were defined as "full time."

Labor Board in Court—The first case affecting the constitutionality of the National Labor Relations Act reached the U. S. Supreme Court last month with the filing of a brief by the Bradley Lumber Company of Arkansas, asking a review of lower court decisions. The brief assails the Act as a violation of the "due process" clause of the Constitution. Labor Board officials state that the brief largely concerns jurisdictional questions and does not lay the foundation for a true test of the law. [See *Survey Graphic,* April 1936, page 220.] . . . In the much discussed Fruehauf Trailer case, the U. S. Circuit Court of Appeals in the sixth circuit last month set aside an order of the National Labor Relations Board. The Court held that the manufacture of trailers which subsequently entered interstate commerce does not come within the jurisdiction of Congress. The NLRB has not yet stated whether it will appeal the case to the U. S. Supreme Court.

Employment Inventory—An inventory of employment throughout industry is the first objective of a committee of the Council for Industrial Progress, which met last month at the call of George L. Berry, industrial coordinator. The committee is made up of an equal number of representatives of management and labor. "The first concern," according to a committee statement, "is to establish a common nomenclature, a simplification of terms and a classification of industries and trades to provide a common meeting ground which will afford the basic data needed, and at the same time be simple and short as consistent with the needs of the problem. The ultimate objective is to establish a procedure which will give accurate and timely information for all industries, mining, manufacturing, construction, services and trades." The present plan is for a basic inventory of employment and population "to determine how many people are employed and at what tasks." These records would be the foundation for "a running inventory of employment in which the rise and fall of employment in various categories would be recorded as percentages of the level established by the inventory."



U.S. Bureau of Labor Statistics

Study and Report—In Law and Labor Relations, B. M. Selekman offers a thorough-going analysis of Canada's Industrial Disputes Investigation Act, and a comparison of its provisions and administration with our National Labor Relations Act (Bureau of Business Research, Graduate School of Business Administration, Harvard University. Price $1). . . . How the spoils system has weakened Ohio's Civil Service and the administration of the state Minimum Wage Law is told in a pamphlet prepared by the Consumers' League of Ohio and the League of Cincinnati and Toledo (Consumers League of Ohio, 341 Engineering Building, Cleveland). . . . The story of Brookwood Labor College, Katonah, N. Y. is effectively told in an illustrated account of the first fifteen years of this pioneer experiment in workers' education in this country.

The latest addition to the lengthening list of interesting and inexpensive workers' education texts prepared by the Affiliated Schools for Workers is The Company Union in Plan and Practice, by Lincoln Fairley. (The Affiliated Schools for Workers, Inc., 302 East 35 Street, New York. Price 35 cents.) . . . The Schools are also issuing a series of workers' education "Scrapbooks," the first of which contains much interesting material on labor drama (price 35 cents from the Schools).

Security

WHEN the Social Security Board closed its books for the fiscal year ending June 30, it summed up its records for the first five months of its functioning: Under its Division of Public Assistance federal expenditures of nearly $26 million had affected an estimated total of 934,000 dependents in thirty-seven states. Its Division of Unemployment Compensation had approved twelve of the fourteen plans set up by state legislatures and had granted nearly a million dollars for their administration. When these twelve plans start paying benefits, two years after the collection of contributions begins, they will cover by present estimates some 7,635,000 workers, probably 40 percent of the total who will be covered when all the states have acted and their systems begin payments. Through the Children's Bureau, payments of more than $2 million were made to forty-eight states and two territories for specific types of maternal or child health or welfare services.

The Security Board reports that new state plans for all its services are coming in constantly so that the business of estimating grants or beneficiaries is like counting chickens while they are being hatched. The figures on the number of persons aided are based on advance estimates submitted by the states. Actual expenditures have not yet been audited.

Old Age—On July 7 the list of states cooperating with the Social Security Board on old age assistance was increased to thirty-six by the addition of Illinois and Hawaii. These two plans illustrate the variety of situations with which this country is blessed. Illinois expects to provide for 88,000 needy aged, while Hawaii has only 638. Illinois will spend over a million dollars a month and Hawaii barely $14,000. Last year Hawaii assisted about half as many people and paid them one third of the allowance that the new system permits.

For Children—All states as well as the territories of Alaska, Hawaii, and the District of Columbia, have submitted plans to the Children's Bureau for Maternal and Child Health Services. Forty-nine such plans have been approved and total expenditures of $1,252,436 authorized up to June 30. . . . Plans for Services to Crippled Children have recently been approved for such widely separated areas as Massachusetts, Utah, and the District of Columbia. A total of thirty-eight states divided $732,492 for this work in the five months ending June 30. . . . States cooperating in Child Welfare Services were brought up to a total of thirty-four, at the close of the fiscal year, by the addition of California, Massachusetts, Louisiana, Ohio and Oregon. Federal contributions of nearly $228,000 have been authorized for these services.

This Year's Bill—The Deficiency Appropriation Act as signed by the President on June 22 carried appropriations designated for security purposes for the fiscal year of $458,633,410. To the Social Security Board was allocated $187,800,000, distributed as follows:

Administrative expenses—$18,400,000.

Grants to states for old age assistance—$85,000,000.

Aid to dependent children—$35,000,000.

Aid to the blind—$8,000,000.

Grants to the states for unemployment compensation—$29,000,000.

For wage records for federal old age benefits—$12,400,000.

To the Treasury Department for social security purposes, health, veterans' assistance and the like, $270,833,410 was allocated.

In Court—Cases which raise the constitutionality of three state unemployment compensation laws are now pending in the courts. In California the state Supreme Court has issued a temporary writ of mandate against the state treasurer and controller who have refused to order transfer of unemployment insurance funds to the federal treasury as required by the Social Security Act, on the ground that such action would violate the state constitution. . . . In the state of Washington a decision is expected shortly from the Tacoma Superior Court on a case which challenges the pooled fund provisions of the law which became effective last January. . . . The New York law has been carried to the U. S. Supreme Court and accepted for argument in October.

Unemployment Compensation—July 1 was a red-letter day because on that date unemployment compensation benefits under the federal-state program could be paid for the first time. Wisconsin was the honor state. The Social Security Act requires the accumulation of proper reserves by forbidding the payment of unemployment compensation until two years after the date on which each state begins to collect contributions. Wisconsin had its law and had started to collect contributions long before the Social Security Act was passed, but no other state will be ready for over a year.

Six states whose plans are organized received, early in July, by way of the Security Board, checks totaling $498,983 for administrative costs for the first quarter of the fiscal year. They were: New York $333,962; New Hampshire, $45,274; Oregon, $26,190; Indiana, $51,292; Mississippi, $23,277; Alabama, $18,985.

Louisiana passed an unemployment compensation law on June 29 and similar legislation is pending at this writing in Pennsylvania and Ohio. Kentucky, West Virginia, Kansas, North Carolina, and Maryland are reported as "warming up," legislatively speaking.

Youth

THE third annual American Youth Congress, William M. Hinckley chairman, met early in July in Cleveland with an attendance of 1200 or more, representative, it was said, of 1500 organizations with a total membership of some two million young people. Speakers were identified with such diverse organizations as the Southern Tenant Farmers Union, Christian Youth Conference of North America, YM and YWCA, Western Junior Townsend Clubs, American Student's Union, Young Communist's League, Young People's Socialist League and so on. Presidential candidates of all political parties were invited to appear before the Conference in a symposium, What My Party Offers to American Youth. Earl Browder, Communist candidate, appeared in person, others sent spokesmen.

At the final session of the Conference delegates from the Young Poles' Zion Alliance, the Young People's Socialist League and the Southern Tenant Farmers Alliance refused nomination to the national council on the ground of its alleged domination by Communists. The Conference adopted part of a new constitution, leaving the rest to a newly elected national council of sixty-three members, and readopted with slight amendments its earlier Declaration of Rights of American Youth the thesis of which is: "We declare that our generation is rightfully entitled to a useful, creative, and happy life, the guarantees of which are: full educational opportunities, steady employment at adequate wages, security in time of need, civil rights, religious freedom and peace."

It further resolved to support the American Youth Act, to send a delegate to the next World Youth Congress in Geneva, to support the anti-war "strike" next April, to boycott Hearst publications, to work for the freedom of Angelo Herndon and to condemn Columbia University for "its virtual expulsion" of Robert Burke, a Conference delegate.

Youth on Relief—Fifteen percent of New York City's youth or 175,000 young persons sixteen to twenty-five years old are on relief, according to preliminary findings of the Youth Study being made by the Research Bureau of the Welfare Council, 122 East 22 Street, New York. Figures released earlier this year showed the number of young people willing and able to work but unable to find jobs at 390,000. Nearly a third of the young people on relief are not now employable, since the group includes young people in school (20 percent); those with home responsibilities, chiefly young married women with children (10 percent); those physically or mentally unemployable (2 percent). The study indicates that unemployment is more general among youth on relief (including members of relief families, those on relief themselves, those on WPA jobs) than among the city's youth as a whole. The relief group has less education than the unemployed not on relief. Only 15 percent of the relief group were highschool graduates, compared with 26 percent of all the unemployed. For those who had not finished grade school, the figures are 18 and 10 percent.

No Blacklists—From the Academic Freedom Committee of the Civil Liberties Union comes assurance that high-school students who joined the "peace strike" last April need not fear wholesale blacklisting by colleges throughout the country. The Committee queried some sixty-three educators who had been quoted, not accurately they later claimed, as wanting records of "defiant" students'

participation in the "strike." From some thirty-six universities and colleges came replies indicating no intention to blacklist but only a desire for general information on the characters as well as the records of students.

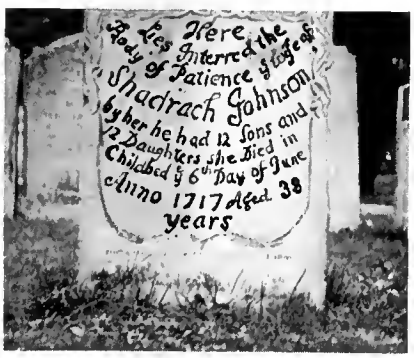
Populations

WHEN the U. S. Bureau of the Census recently announced its estimate of national population as 127,521,000 as of July 1, 1935, the basis of computation set health departments refiguring. New York City, for example, wrote down its estimate of 1935 population by 359,000 and by that change automatically raised its computations of deathrates in recent years. Maternal and infant mortality rates are unaffected, since they are computed on the basis of live births. Even the revised rates remain estimates until the 1940 census shows how good even the best of guessing has been.

Balanced Budget—One of the reasons for changing the basis of population estimates is the generally declining birthrate, which in a few places already runs neck and neck with the deathrate. In Westchester County, New York, for example, one more resident left the world than entered it in April, though the deathrate was the lowest on record for that month. In New York State as a whole April births outnumbered deaths by only one thousand. . . . Contrary to general impression, the Indian population is increasing more rapidly than either the white or the Negro population of the United States, according to John Collier, Commissioner of Indian Affairs. Should this increase continue at the present rate it is claimed that within a century there would be as many Indians in this country as there were when Columbus discovered it.

Birth Control—Declaring that "contraception is a necessary and vital part of preventive medicine," the recent annual meeting of the American Neurological Association called on the American Medical Association to take appropriate steps to remedy "the obviously absurd situation" whereby physicians are restricted in using their professional judgment in this field. . . . In a formulation of policy, the American Eugenics Society calls for promotion of desirable births by tax provisions favoring parents of several children, improvement of life in rural communities, and promotion of economic conditions so that desirable potential parents can afford to have children. The Society believes that undesirable births should be restricted by "mobilizing public opinion to demand restriction of births where children obviously will not have a reasonable chance for good conditions of health, education and home environment," and by "inducing governing boards of hospitals, nursing associations, the Red Cross, Salvation Army and other welfare organizations to demand that the doctors, nurses and case workers who go into homes should be in a position to render available contraceptive services where conditions, or the health of the family life, are unsuitable for the rearing of children."

Patience's Progress—Discussions of birth control remind this department of a kodak picture it more or less filched from Prof. Lee M. Brooks of Chapel Hill, N. C. Professor Brooks took the picture himself in St. Mary's Churchyard, Bedford, England. And here it is, with the lettering slightly strengthened for legibility:



Professor Brooks said that the thought of Shadrach's wife, aged thirty-eight, haunted him. After a sleepless night or so he gave birth to:

Shadrach of Bedford, a dominant sire,
To have many children he'd go through fire;
And what patient mistress could wish for more
Than death after yielding him twenty-four.

City Affairs

NULLIFICATION of the municipal debt readjustment act (Sumner-Wilcox Act) by the recent decision of the U. S. Supreme Court, leaves distressed cities at the mercy of minority creditors, who, had the act been held constitutional, would have been compelled to accept adjustments made for the welfare of the public and most of the creditors. As a result, financially embarrassed cities "must forego any relief from an intolerable situation whether or not due to circumstances beyond their control." Another effect of this decision, according to the editors of *Public Management*, magazine of the International City Managers Association, may be to jeopardize the promising development of federal-city relationships "at least at the legislative level because of the fantastic fear of the Court that the states and the cities as their agent will be 'coerced' even where their consent has been freely given." Although the decision is a sweeping one, the fact that the act had been invoked by less than a hundred municipal corporations, mostly irrigation or improvement districts, might indicate that its effects will not be as disastrous as predicted.

Preparedness—That other cities may be moved to follow the example of Los Angeles in preparing for disaster before it happens, the U. S. Conference of Mayors is circulating information on the disaster-preparedness plan and ordinance of the west coast city. The ordinance sets up a Major Disaster Emergency Council with an executive committee of forty-four, appointed by the mayor with authority to take into account all federal, state and local laws and agencies. All law-enforcing agencies are assigned to special duties and areas and each knows its job in advance. Committees geared for prompt action under official auspices include Fire, Water, Streets and Medical Health and Sanitation. Other committees, made up largely of citizens, include Transportation, Communication, Intelligence and Personnel. The local Red Cross Chapter takes responsibility for the necessities of life, shelter, finance, rescue and rehabilitation.

All About Cities—The authoritative résumé of activities and statistical data of American cities, The Municipal Year Book, has made its annual appearance under the aegis of the International City Managers Association. (Price $4 from the Association, 850 East 58 Street, Chicago.) Clarence E. Ridley and Orin F. Nolting have exercised rare editorial skill in organizing an enormous amount of material into five compact divisions: Municipal Administration, Governmental Units, Municipal Personnel, Municipal Finance, and Sources of Information. Articles are contributed by some forty specialists in various aspects of the whole field. Of particular interest are sections on professionalization of municipal service, recent federal-city relations and intergovernmental arrangements. Statistical data are clearly presented and analyzed.

Local Studies—With eleven community studies already under way the Mayor's Committee on City Planning, New York, is preparing to launch some twenty more within the next several months. The first study, undertaken about a year ago, was of East Harlem. All studies are made on the request of a sponsoring group of local residents who agree to furnish quarters and adequate equipment for the field staff, and

to confer with the director as the study progresses. Much of the work of the field staff is in assembling data for detailed maps showing physical contours, transportation facilities, utilities, parks, playgrounds, population density and trends, condition of buildings and so on. These maps of current conditions in specific areas indicate the direction which future developments should take, and also are valuable material for the projected master plan of the city.

Community Funds

COMMUNITY Chests and Councils, Inc. is pretty well set for the 1936 Mobilization for Human Needs, which, election or no election, will open as usual at the White House in September with President Roosevelt throwing, as it were, the first ball. Gerard Swope is again chairman of the National Citizens' Committee for the Mobilization, with Mrs. Harper Sibley of Washington as chairman of the National Women's Committee and Mrs. Roosevelt as honorary chairman. Bertha McCall of the National Association of Travelers Aid and Transient Service, is chairman of a committee of the National Social Work Council "to make more articulate the cooperation of national social work and health agencies with the Mobilization and with Community Chests and Councils, Inc."

The CCC, Inc. will as usual offer special services, notably in the way of publicity, to its member agencies. Its intensive effort in that direction will be between November 6, with a nationwide broadcast, and November 26. Frank W. Murphy, experienced newspaper and publicity man, has joined the staff for several months as press representative. Dates for local campaigns are still unsettled with the tendency to put them over until after the heat and dust of election have subsided.

Non-Local Causes—A triple increase in the past three years in the number of Jewish Welfare Funds for non-local causes is reported by the National Council of Jewish Federations and Welfare Funds. Three years ago there were eighteen such funds in the country which raised $1,019,601 for non-local, national and overseas Jewish welfare purposes. This year there are fifty-four with their 1936 collections estimated at $3,250,000. Campaigns already held have been generally successful, practically all reaching their goal or showing substantial increases over last year.

Cleveland Collects—The Cleveland Community Fund reports that its collections on pledges for the first six months of the year were substantially at the same rate as last year—57.2 percent this year, 57.7 percent last. Payments for the first half of 1936 totalled $1,769,833, which is $20,228 more than a year ago. . . . The Fund is sharing the services of its chairman, Dudley S. Blossom, with the Great Lakes Exposition of which he is general chairman. The Fund is represented at the Exposition by a display of enlarged photographs portraying its eighteen years of activity.

In Print—The success of the Oranges, New Jersey's sister suburbs, in their Youth Trial [see *The Survey,* June 1935, page 180 and June 1936, page 185] has inspired a number of emulators, among them Morrisville, Vt., a village of 2500, and Pasadena, Calif. The story of the original trial as put on by the Welfare Federation of the Oranges to acquaint its community with the needs and thoughts of its youth, may be had in pamphlet form. (The Case of Youth vs. Society. Price 10 cents from the Federation, 439 Main Street, Orange, N. J.)

The Bureau of Social Research of the Pittsburgh Federation of Social Agencies has completed and has on the press a Bibliography of Studies of Social Conditions in the Pittsburgh Area, 1930-1935. (Price $1 from the Federation, 519 Smithfield Street, Pittsburgh.) The new publication, supplementing a similar one issued in 1931, contains annotations of 816 studies made in the intervening five years over a wide subject field.

Mens Sana

THOUGH rates of admission to mental hospitals have increased in recent decades, there is no reason to believe that mental disorders actually are increasing under the "strain and stress of modern life," said Dr. Clarence O. Cheney in his presidential address before the last annual meeting of the American Psychiatric Association. The speed of "modern life" has been blamed at least since 1734, he added, but the increased rates of commitment to institutions probably are due to greater familiarity with mental hospital care, changes in economic conditions, and increase of urban over rural population.

New Laws—Supported by the New York State Medical Society, the New York Academy of Medicine, and the State Charities Aid Association a new law has been passed in New York to set up a Board of Psychiatric Examiners to certify "qualified psychiatrists." Under this law a certified psychiatrist must be a licensed physician of at least five years' standing, with further requisites of two full years' practice in a mental institution, or five years' practice devoted substantially to nervous and mental disorders, or three years' service in an approved mental clinic plus certification of competency by two qualified psychiatrists. Only one so certified may serve in instances where the law specifies a qualified psychiatrist. Another measure amends the criminal code by specifying that at least one member of a commission to determine the sanity of persons under indictment or after conviction must be a qualified psychiatrist and limits compensation to members of such commissions to $300 each. In the past such commissions have, on occasion, been made up of people who never had seen a mental patient and charges sometimes have been exorbitant.

New Methods—At that same meeting held in St. Louis, Dr. Paul Schilder of Bellevue Hospital, New York, reported encouraging results in treatment of adult mental patients in groups of from two to seven. Such methods, which have been used with children, would help reduce the expense of individual psychiatric service. Dr. Schilder reported as of apparent curative value that patients in the group "see with astonishment" that the thoughts which seemed to exclude them from others are common to all.

New Surveys—A survey of psychiatric clinics in Chicago, made under the auspices of the Illinois Society for Mental Hygiene, found that the clinics feel a great limitation from inadequacy of staff time; that some social agencies are decreasing referrals of patients to clinics and are using psychiatric consultants on their own staffs, partly as an emergency measure for training their own workers and partly because of limitation of clinic service; and that public social agencies find a major difficulty in inadequate training of their own staff members who are not equipped to recognize psychiatric problems or to handle them from a case work point of view. It was estimated that about 5000 cases of the Cook County Bureau of Public Welfare were in need of psychiatric service as of January 1, 1936, while clinics could carry only a few public agency cases. (For a summary of the survey and its recommendations, address the Illinois Society for Mental Hygiene, 203 North Wabash Avenue, Chicago.)

At the request of the Community Chest and Council of Social Agencies, the Massachusetts Society for Mental Hygiene made a mental hygiene survey of Springfield, Mass. and found that the outstanding need among social and health agencies is training of staff personnel to enable members better to de-

tect personality and conduct disorders. Present lack of training is due more or less to lack of clinic facilities for teaching mental hygiene. Additional clinic services in the public schools and elsewhere were recommended. . . . The city Health Bureau of Rochester, N. Y. reports from past and current experience a conviction that the health department is the logical agency to administer a centralized mental hygiene and psychiatric service, in cooperation with the various health and welfare agencies in the city. The Bureau's Division of Psychiatry and Psychology serves cases referred by schools, courts, and social agencies, public and private.

Chronic Illness

LATE in May the New York City Department of Hospitals opened its Research Division on Welfare Island. A new $5,500,000 hospital for chronic diseases is to follow. At a conference on chronic illness called by the Welfare Council some months ago, Dr. S. S. Goldwater declared that probably half of the 20,000 beds under his department are occupied by the chronically sick and infirm. Abstracts of the notable addresses made at that conference by Dr. H. S. Cumming, then surgeon general; Dr. Alfred E. Cohn of the Rockefeller Institute, and Dr. Goldwater now are available in a pamphlet. They give a general birdseye view of what chronic sickness is and does, both to the sick and their community. (Distributed by the Committee on Chronic Sickness of the Welfare Council, 122 East 22nd Street, New York. On request.)

Syphilis—That syphilis can be controlled is the encouraging conclusion of a special article in *Venereal Disease Information* (Vol. 17, No. 5), a monthly publication of the U. S. Public Health Service. The evidence is from Massachusetts, which has had a comprehensive program against venereal diseases for nearly twenty years. The rate of admission to public syphilis clinics has declined one third in ten years, while morbidity reports suggest that the disease is coming under care at an earlier stage. . . . The North Carolina State Board of Health, on the other hand, reports that venereal diseases are becoming an increasing menace, and that there has been backsliding rather than progress in control measures, including repeal of the law requiring physical examination before marriage. . . . Since the start of 1936 Connecticut has been requiring reports of negative blood tests for syphilis from both applicants for a marriage license before it is granted.

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Literature on Request

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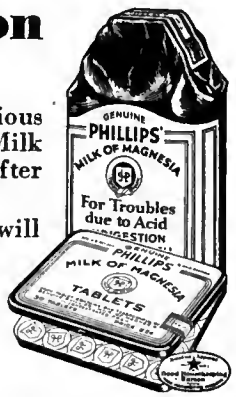

PHILLIPS' *MILK OF MAGNESIA*

The intensive drive for venereal disease education in New York City shows results "more than encouraging," says the Bureau of Social Hygiene of the Department of Health in its report for the first six months of 1936. In those months 95 percent more patients were treated in the Department's own clinics than in the same period last year—13,602 patients as against 6941. In the city as a whole, 40,273 patients were treated as against 28,833 the corresponding months of 1935. The greatest increase was in treatments of syphilis patients; 33,720 against 23,665. The Department makes proper acknowledgement for the progress of its campaign to a WPA appropriation of $400,000, through which it has been able to increase its clinics from eight to fourteen, to add evening sessions, and to increase its diagnostic facilities for finding cases.

Diabetes—The New York Diabetes Association, which believes itself a pioneer in professional organizations for the control of diabetes, has concluded its first year with an impressive record of surveys, studies and the like, dealing with technical questions, and of educational activities to reach the lay public. Its precedent is being followed by the Philadelphia Metabolic Association and the Cincinnati Diabetes Commitee. The New York Association sent a protest against the high price of insulin in this country to federal officials and the manufacturers. The latter have reduced the price 20 percent, saying that this step was contemplated but was hastened by the action of the Association. (For information concerning activities and publications consult the Association, 386 Fourth Avenue, New York.) The Association is organized as a committee of the New York Tuberculosis and Health Association.

Hearts—The Cook County Hospital (Chicago) has adopted a follow-up plan for cardiac patients, whereby a nurse calls at a patient's home within twenty-four hours after his discharge from the hospital to learn whether there is anything likely to interfere with his progress there, and whether patient and family understand the instructions given by the physician. When patients are in need of medical or social advice which the nurse is not prepared to give, she

refers them to the physician or medical social worker. . . . A study among industrial policy holders of the Metropolitan Life Insurance Company is summarized in Monograph 4 in a Twenty-Year Mortality Review, The Mortality from the Principal Cardiovascular-Renal Diseases. (On request from the Company, New York.)

Cancer—The final report of the Cancer Committee of New Haven (Conn.) finds that the delay between the first appearance of symptoms and the date of hospitalization for care is still a prime factor in causing needless cancer deaths. While educational campaigns did induce some patients to go to doctors, no sustained decrease in that fatal delay could be shown in the ten-year record of New Haven hospitals. The committee recommends continued education by the city Board of Health, assisting the state Department of Health. Cancer is distributed unevenly in the United States, and apparently coincides with age distribution of the population. The highest rates occur in New England, the lowest in southern and west central states. (For further particulars concerning the report, which carries detailed analysis of cancer morbidity and mortality, consult the committee, Department of Health, New Haven, Conn.)

Radio may be used effectively in cancer education, reports Dr. William A. O'Brien of the Minnesota State Medical Association in the *Bulletin* of the American Society for the Control of Cancer (Vol. 18, No. 5, page 7). Failures of radio talks in this field often are due to failure to select a purpose for the talk and to keep the audience in mind. "How often have we heard speakers who . . . gave us the impression that they were simply meditating aloud." . . . A gift of $3 million from the General Education Board has given a new lease of life and usefulness to the Memorial Hospital for Cancer and Allied Diseases, in New York, which thereby will be made a center for training and research as well as care to rank with the finest in the world.

Special Surveys—The Michigan Tuberculosis Association is making a survey of the tuberculosis laws of all states, primarily to strengthen its own legal setup. Incidentally "a surprising amount of ancient legal machinery" is being dug up. . . . A WPA grant makes possible an extensive and scientific study of silicosis, recently started by the New York City Department of Health, Cornell University Medical College, New York Hospital and New York Tuberculosis and Health Association. Among other activities, some 3000 workers in industries which have a known silicosis hazard will be examined.

Among the States

ADOPTION of a uniform one year settlement law will be urged on all state legislatures by the Interstate Commission on Social Security which recently held its first meeting. The Commission was organized by the Council of State Governments, Henry W. Toll director, to study interstate conflicts which hinder administration of the federal Social Security Act. It is well known that settlement laws are one of the chief offenders, complicating the administration of old age assistance, unemployment compensation and various other services. Thirty-five states, by law or custom, require one year's continuous residence to establish settlement, ten require more than a year and five less. In many states legal acquisition or loss of settlement cover the same period of time; in others, settlement may be lost in a year while it may require several years to gain it.

Reorganization—The new State Board of Social Welfare, created by the last session of the New York legislature, has been appointed by Governor Lehman and will presently begin the merger which will, by July 1, 1937, bring all state and local emergency relief bureaus under regularly constituted units of government. Under the new law the State Board is increased to fifteen. The governor appoints the chairman, but the Board itself elects its executive, the state commissioner. Governor Lehman has appointed Victor F. Ridder chairman, and Allen Wardwell vice-chairman. Mr. Ridder was president of the old board and Mr. Wardwell, chairman of the Governor's Commission on Unemployment Relief, the recommendations of which are followed, to a considerable degree, in the reorganization. Nine members of the old board have been reappointed. New members, in addition to Mr. Wardwell, are Solomon Lowenstein and T. Arnold Hill of New York, Alfred H. Schoellkopf of Buffalo and Lawrence S. Greenbaum of Larchmont. It is understood that, at its first meeting, the Board will elect David C. Adie as commissioner, a post he has held since 1932.

Practical Help—In an effort to achieve practical coordination among the various services administered by county boards, the Minnesota State Board of Control has set up a Division of Coordinated Field Service which is at the call of the counties to advise and assist in organizing, unifying and integrating various related welfare programs and activities and to give technical guidance in the interpretation and application of laws, rules, regulations and policies, both federal and state. As one of its services the Division will maintain lists of qualified personnel upon which counties may draw. The new division is directed by Benjamin E. Youngdahl formerly with the SERA, assisted by Grace M. Guilford. Mona Callister supervises the field staff consisting of sixteen district representatives.

Personnel Policy—The Pennsylvania SERB has ruled that only one member of an immediate family may be employed in its services, state, county or area. The only exception is when two members of a family maintain separate households. The choice as to which member of a family should go and which stay is left to the persons affected. If they are unwilling to decide the SERB itself determines who shall go, basing the decision on qualifications and length of service.

In Print—In fifty-eight outsized mimeographed pages the Division of Research and Statistics of the Pennsylvania SERB has outlined the material made available by its research projects and those of the CWA between November 1933 and October 1935. Studies are classified under the subjects Real Property, Community Planning and Betterment, Education, Public Welfare, Industry and Labor, Health and Sanitation. In each instance the location of the material is given and enough description to indicate its possible uses.

Digests of recent laws, up to May 15, 1936, which create or reorganize a number of state and local departments of public welfare, are offered by the American Public Welfare Association, 850 East 58th Street, Chicago. (Price 10 cents.) States covered are Alabama, Colorado, Florida, Indiana, Kentucky, Maryland and Mississippi.

Townsendiana

AS a part of a broad study on the need of the aged for economic security and of legislation to meet that need, the Committee on Old Age Security of the Twentieth Century Fund has published its report on "America's most extraordinary social movement," the Townsend plan. (The Townsend Crusade. 93 pp. Price 50 cents from the Fund, 330 West 42 Street, New York.) The committee appointed early in the year includes John B. Andrews, chairman; Grace Abbott, Frederick Dew-

hurst, Frank P. Graham, Helen Hall, M. Albert Linton and I. M. Ornburn, with Evans Clark, director of the Fund, as secretary. The major part of the little book represents the findings of a special research staff directed by Mr. Dewhurst and the final chapter, the conclusions formulated by the committee on the basis of the research.

Mr. Dewhurst and his aides examine the origin of the Townsend movement, its rapid growth, popular strength and the central control of its national office. They analyze the plan and its cost as embodied in the official bills introduced into Congress this year and the effect of the proposed taxes as well as of the proposed pensions on business, wages, living costs and employment.

Mr. Andrews and his associates, examining Mr. Dewhurst's data, find that while the Townsend Plan is fallacious, the Townsend movement has been of public benefit since it has "undoubtedly focussed the attention of the country upon the fact that the richest nation of the world has not yet provided adequate economic protection for old age." But however laudable the objectives of the movement may be the Committee "has been forced to conclude that it is not economically possible to provide pensions of $200 a month to persons over sixty without drastically lowering the standard of living of the remainder of the population and disrupting the nation's economic machinery. Further, the transactions tax, proposed as a means of attaining this end, would be not only wholly inadequate but also impracticable and positively destructive."

The form of the Committee's statement sets up the claims of the Townsendites on each of several points vital to the plan, and follows each with its own answer. The statement, which constitutes the final chapter of the book, has been published as a twelve-page leaflet, Will the Townsend Plan Work? (Single copies 5 cents from the office of the Fund; less in quantity.)

Professional

THE qualities that differentiate a successful home relief investigator from the run-of-the-mill are dissected and analyzed in a study recently published by the University of Buffalo, N. Y. (Recruits for Social Work, by Helen Fairbairn Southard. From the University's Committee on Publications.) Mrs. Southard is the University's personnel adviser for women, and was personnel consultant of the city's ERB. As a basis of study she used the interviews and objective data obtained from 3150 applicants for positions as home relief investigators, and the periodic ratings of success of the 201 who were employed. Her analysis includes academic factors and vocational interest, recreational interests and use of leisure time, work experience, personality and various miscellaneous factors.

Mrs. Southard comes out with no conclusive generalizations. It is much easier, she says, to point out from the analysis of the material the mistakes that have been made in evaluation and prediction of success than "to present in aggregate the positive characteristics of the successful social worker." Just the same she says: "If we were to choose from the results of the study that one thing which above all others seems to characterize the successful emergency relief worker, it would be a record of superior scholastic achievement."

Modest as the author is concerning the positive findings of her study it should prove extremely valuable to administrators who want the most promising personnel they can get and who, given a shortage of professionally qualified workers, have little to guide them.

Precedents Fall — The National Conference of Jewish Social Service, at its recent Atlantic City meeting broke precedent by reelecting its president, Harry L. Glucksman of New York. Then, while it was at precedent breaking, it changed its name to National Conference of Jewish Social Welfare, lowered its dues and adopted a new statement of purpose which reads: "To provide a forum for the consideration and discussion of problems and principles of Jewish welfare and of programs of Jewish social agencies; to formulate principles and programs for the enrichment of Jewish life; to formulate principles and programs of social and economic welfare." The Bulletin of the Conference interprets this statement as making "the Conference a forum rather than an action group." Michael J. Freund, who has been secretary for the past three years, resigned on account of pressure of work with the National Council of Jewish Federations and Welfare Funds. Moses W. Beckelman, head worker of Bronx House, New York, succeeds him.

Helping Hands — The New Jersey State Conference of Social Work took cognizance of the plight of social workers left jobless by the folding up of the State ERA and circulated hither and yon a list of workers with their qualifications for specific positions. The effort not only made a favorable impression of social worker solidarity but accomplished a number of placements. . . . The American Association of Social Workers got into the troubled New Jersey situation by giving wide publicity to a report, prepared in its national office, of conditions in forty-one communities after relief administration was returned to local officials and reduced in some instances to the vanishing point.

Merit System — Beginning July 1 civil service procedure will govern employment under the Michigan state and county emergency relief commissions. Present employes will be required to pass a qualifying examination, now in preparation, with the results used to make necessary staff reductions. New appointments will be made by county administrators with the approval of county relief commissions from lists of eligible candidates approved by the personnel department on a merit basis. Candidates are rated for education, experience, personality and ability to pass a test. Preference is given to the employment of local persons. Failing eligible candidates on the lists, temporary appointment, not renewable, may be made for a sixty-day period. Employes may be laid off "if changes in the program or limitation of funds so warrant" and may be "separated from the service at any time for cause" in which case they may request an investigation and hearing. "Proof of political activity shall be considered cause for dismissal." In-service personnel activities include a system of performance ratings and a training program for case workers and office employes.

In Indiana, where, by the terms of a new law, the State Department of Public Welfare and the Unemployment Compensation Division of the State Treasury Department are placed under civil service procedure, a commission has been appointed to work out a coordinated personnel system for the two branches of state government.

Professional Schools—The Pennsylvania School of Social Work announced recently a two-year course leading to the professional degree, Master of Social Work, designed for public service training. A full range of technical, social, community and political subjects is covered in the curriculum. . . . Simmons College recently has voted to eliminate undergraduate social work training and to establish its School of Social Work on a graduate basis.

Recognizing the coming demand for trained administrators in social security programs, the Graduate School and School of Public Affairs of the American University, (Washington, D. C.) in cooperation with the Catholic University of America School of Social Work, will inaugurate in September 1936 a special graduate curriculum. The program is

announced as "pointed in the direction of preparation for state administration," with a bow also to private industrial management. The faculty draws heavily on experts engaged in federal social services. Among them are Ewan Clague, J. Frederick Dewhurst, Walton Hale Hamilton, Jane M. Hoey and William E. Leiserson. (Full information from the registrar of the Graduate School, American University, 1901 F Street, N. W., Washington.)

The University of Minnesota has announced two new types of graduate fellowships in public administration: pre-service, carrying $650 for the academic year plus allowances for tuition and fees; in-service, carrying from $1000 to $1500, open to government employes on leave of absence. (For details address the Committee on Training for Public Administration, 213 Burton Hall, University of Minnesota, Minneapolis.)

The School of Architecture and Allied Arts of New York University will offer special courses in community planning and housing during the coming academic year at the Bryant Park Center, 1071 Sixth Avenue, New York, under the direction of Carol Aronovici. The advisory board for the courses includes, among others: Frederick Ackerman, Harold S. Buttenheim, John Ihlder, Robert D. Kohn, Albert Mayer and Clarence Perry. (For details of admission and courses address the School as above.)

The 1936-37 Curriculum of the New School for Social Research, 66 West 12 Street, New York, includes among its more than a hundred courses a large group designed for both old and newcomers to the field of social work. Limited to "qualified social workers" is the 40-week seminar, Therapy of Parental Attitudes, offered by Dr. David M. Levy, former chief of staff of the Institute for Child Guidance. Other courses are by Frieda Wunderlich on social work and social change in Europe and America, by Dr. Fritz Wittels on the psychiatric premises of social service and by Mary L. Whitehead on social case work and its methods. (Full details from the School.)

The George Warren Brown Department of Social Work at Washington University, St. Louis, will drop its undergraduate courses in June 1938 and become a full-fledged graduate professional school offering the degree, Master of Social Work. The degree, Bachelor of Science in Social Work, hitherto offered, has been changed to Bachelor of Science in Public Administration and will be offered by the School of Business and Public Administration for undergraduate specialization in the social sciences. . . . The Department has a notable addition to its faculty in E Norman Emery of the Institute of Human Relations at Yale, who will give courses in psychiatric aspects of social case work and applications of psychiatry to social case work, and will also serve as psychiatric consultant for the Children's Aid Society and the St. Louis Provident Association. . . . Faculty promotions include that of Leah Feder, director of field work, from assistant to associate professor, and Ruth Endicott Law from instructor in medical social work to full time assistant professor.

Coming Books—The Russell Sage Foundation, 130 East 22 Street, New York, is bragging a little these days about what it calls its Standing Order Family originated some ten years ago, and now numbering more than 1200. This Family receives all the Foundation's publications fresh from the press, with the privilege of returning any that it does not want and with a liberal discount on the ones it keeps. This will be an especially fat year for the Family as the Foundation's publication department has several notable books coming along. Out by the time this is read is Willem van de Wall's Music in Institutions. Close behind it will come Joanna C. Colcord's Cash Relief, Leah H. Feder's Unemployment Relief in Periods of Depression and Esther L. Brown's Professional Engineer. Incidentally Mary E. Richmond's Social Diagnosis is having its annual reprinting. Also reprinting is Thomas Adams' Outline of Town and City Planning, published in 1935. The new catalogue of the Foundation's publications runs to forty-eight pages, an index to a lot of professional literature.

People and Things

THE appointment of C. W. Areson to the important position of chief probation officer of the Court of Domestic Relations, New York, was generally hailed by social workers as a perfect case of the right man for the job. Only the Child Welfare League of America had mixed feelings since the appointment cost it its assistant executive director. The post is so strategic however in the whole field of juvenile work in New York that its regrets were tempered with satisfaction. The post has been vacant since the retirement of Morris Marcus more than a year ago. Few people in the field of children's work are better known or have a wider range of experience than Mr. Areson. Educated for the Episcopal clergy he soon found social work a major interest, and presently adopted it as a profession. He was at one time executive of the Cleveland Humane Society and again of the De Pelchin Faith Home and Children's Bureau of Texas. He directed the work of the Wisconsin Children's Code Commission and has been identified with various national bodies as an expert in child welfare. His new duties include direction of probation in the Children's and Family Courts of the five boroughs of Greater New York, through which some hundred thousand new cases and rehearings pass in the course of a year.

Surprise—No one who saw Marietta Stevenson at the Atlantic City Conference, guarding her broken ankle as she wheel-chaired from meeting to meeting, remotely suspected that she was about to be married. Neither apparently did she. But while she and her fiance, Louis Livingston, were driving back to Washington, getting married seemed like a good idea. So married they were and sailed a fortnight later for the International Conference in London. Mr. Livingston was formerly on the field staff of the American Public Welfare Association of which Miss Stevenson is assistant director. She will continue on the job and is still, professionally, Miss Stevenson.

Nurses—Marion Randall, R. N., of the Milbank Memorial Fund is "on loan" to the NOPHN for six months to make a study of "personnel practices in official agencies." . . . Helen R. Howell, R. N., has been appointed director of nursing education of the West Virginia State Health Department, an educational training program for public health nurses which is being developed under provisions of the U. S. Public Health Service.

After spending four months studying the Henry Street Visiting Nurse Service while she worked as a visiting nurse in the Bronx, New York, Hazel Taylor has carried her observations back to Shanghai, China, where since 1927 she has been director of the Margaret Williamson Hospital. . . . Geneva Hoilien, R. N., who was director of the Albany Guild for Public Health Nursing, has joined the staff of the New York State Department of Health.

The NOPHN is losing one of its assistant directors, Ambolena H. Carey, who on September first becomes administrative head of Rosemary Hall, a school for girls at Greenwich, Conn. Mrs. Carey is a graduate of the school and also of Vassar and of Rochester University. . . . Gertrude Touchton,

from the Instructive Visiting Nurse Society of Washington, D. C. is the new director of the Tarrytown, N. Y. Visiting Nurse Association.

A University School of Nursing has been inaugurated in Brussels, as part of the Edith Cavell-Marie Depage Foundation. The director, Mlle. Cecile Mechelynck, is a graduate of one of the first International Nursing Courses organized in London by the League of Red Cross Societies.

Queer Queries — Librarians are traditionally obliging and are not often stumped, but a friend of this department gave up recently in the face of two blandly confident inquiries:

"Please send me a list of all the welfare organizations in the country that give cod liver oil to needy families."

"Please send me as soon as possible the information on medicine from the prehistoric age to the present. Please send full details."

This department occasionally gets a prize inquiry of its own. For example: "I shall be very much obliged if you will send me right away everything you know about unemployment insurance in this country and Europe, also Asia and Africa. Enclosed stamp for reply."

But the inquiry that really tempted us to a long and detailed reply, especially to the P.S. was: "I am making a scrap book about social workers. Please tell me everything you know about yourself and send kodak pictures. P.S. Also please tell me all you know about any other social workers."

Newly Appointed—The New York State Charities Aid Association has added Hugh R. Jackson to its staff as general administrative assistant to its secretary, Homer Folks. Mr. Jackson, even now only five years past his A.B. degree, was executive secretary and director of research of the Governor's Commission on Unemployment Relief in New York, and is primarily responsible for the series of important studies which the Commission has issued.

A new field secretary with the Family Welfare Association of America, is Cora Rowzee, lately with the West Virginia ERA, who will work on special assignments in the southern and middle Atlantic territories. . . . The Family Welfare Society of Boston has appointed Marion M. Wyman as case consultant, a new position. Miss Wyman has been chief of social service with the Judge Baker Guidance Center, Boston. . . . Geoffrey May, lately with the Family Service Society of Richmond, Va., is now with the Social Security Board in Washington—as who isn't these days. And don't ask us what division. Some things can't be kept up with in dog-days.

Col. Lawrence Westbrook who has been associated as assistant administrator with FERA and WPA since February 1934, has resigned to pick up the threads of his private business. He has however accepted appointment as chairman of the advisory board of WPA.

Ends of Bad Days— Marjorie E. Weaver, of the Community Chest of San Francisco brings to "Miss Bailey, in person" a group of Desperate Ditties, written, she says, at the ends of bad days:

RELIEF

To keep the client quiet
Give a high caloric diet

MEDICAL SOCIAL WORK

To soothe her psychosis
Try a belt for her ptosis

TRANSIENT

Parents can't stay
But babies may

FOSTER MOTHER

She goes to pieces
Over enuresis

Turnover—After ten years as executive secretary of the Cleveland YWCA, Mabel Head has resigned and will devote herself, after September 1, to "personal pursuits and travel." Eleanor Richardson, from the Baltimore "Y", will succeed Miss Head. . . . C. W. Pettit, who has been executive secretary of the New York Seaman's House YMCA has resigned to become general secretary of the Foreign YMCA at Shanghai. From 1918-31 he was in China with the International Committee of the "Y".

J. Harvey Kerns, who has been an Urban League executive in Milwaukee and Omaha, has joined the field staff of the national organization. Part of his work is to carry on for Jesse O. Thomas, southern field director, while Mr. Thomas is on loan to the Texas Centennial Celebration, as general manager of the Negro division.

Leslie Colby, formerly with the Girl Scout Federation of Greater New York, is now on the staff of the National Information Bureau. . . . A. Schaeffer, Jr., for years publicity director of the National Tuberculosis Association, has taken a new job as executive of the Public Relations Division of the Girl Scouts.

Hertha Kraus, who has made a real place in American social work since her arrival from Germany some three years ago, will join the Bryn Mawr College faculty this fall. Bryn Mawr is losing Susan M. Kingsbury, who is retiring after twenty-one years as head of the Department of Social Economy and Research.

The appointment of Gertrude Wetzel as head of the Women's and Minor's Division of the Washington State Department of Labor and Industries, has been announced. Her title will be Supervisor of Women in Industry. . . . The U. S. Children's Bureau has announced the appointment of Dr. Edwin F. Daily, of Chicago, as specialist in obstetrics.

Dr. Thomas Parran, surgeon general of the U. S. Public Health Service has announced the appointment of Dr. Robert Olesen of Cincinnati, as assistant surgeon general.

Comings and Goings—The American Public Welfare Association has added Ella Winfurther Reed to its staff to work with the Joint Vocational Service in the matter of personnel. She has been recently with the relief organization in Cincinnati. . . . Ernest H. Cole, long experienced in financial promotion, is now with the Child Welfare League of America to complete and follow up its financial campaign. . . . Ray W. Smith has resigned from the San Francisco Community Chest to take the post of director of the San Francisco Exposition to be held in 1939. Leroy Kitts, formerly comptroller of the chest, succeeds him.

Harriett L. Tynes, formerly a district supervisor for the Virginia ERA has been appointed head of the state Mothers' Aid Bureau and chief of the Child Welfare Service of the Virginia Children's Bureau. She will direct the extension of child welfare and mothers' aid services in the state under the social security program. . . . Thomas W. Mimms, who for three years has headed the Georgia State Department of Social Welfare, has resigned. Henry B. Mays, Jr., long associated with the department, succeeds him.

The Social Service Council of Canada has lost its president, the Rev. Canon C. Venn Pilcher, who goes to Australia as Bishop Coadjutor in the Archdiocese of Sydney. . . . After a nine-months stretch as number one man of the New York City WPA, Victor F. Ridder has resigned to return to his private business. Lt. Col. B. B. Somervell, retired U. S. army engineer succeeds him. Resigning also from WPA is Grace Gosselin who has been with the New York program through all its alphabetical mutations, her chief responsibilities being in the service or white collar project division. Miss Gosselin will go to the Ethical Culture Society in the fall in an executive capacity.

Readers Write

A Question of Plan

To the Editor: May I say a word about the comments of the *Cincinnati Enquirer* concerning the plan for medical care for those with small incomes considered by the Cincinnati Academy of Medicine and quoted in the June *Midmonthly Survey?* [See Dollars and Doctors, page 182.]

The *Enquirer's* comments were not particularly fair in that part of the statement which read: "A resolution passed by the Cincinnati Academy of Medicine, 400 to 3, to oppose any plans for group medical care on an insurance basis and to withhold or withdraw membership from any physician associated with such a plan."

The Academy of Medicine did not oppose any plan as stated but did oppose the particular plan presented. As a matter of fact the Academy has had for some months an active committee working on a plan for the medical care of those with small incomes, that they hope will be fair to clients as well as to doctors. The Academy found on investigation that the particular plan presented was in conflict with rules on Principles of Ethics of the AMA and had to rule against it.

Carl A. Wilzbach, M.D.
Chairman, Public Relations Committee
Cincinnati Academy of Medicine

Unders and Overs

To the Editor: Who says social workers aren't getting their ideas, or at least their terminology, over to the public? For example, a penny postcard received the other day says: "Please send my underprivileged, undernourished, underweight and undersized boy to camp for two weeks vacation. May destiny guide this message to a Humanitarian."

Honestly, isn't it time we got ourselves some new adjectives. Heaven knows the Unders have been overworked. Madeline Ross
Hudson Guild, New York

Concerning Family Service

To the Editor: There has been a growing tendency of late to differentiate between the giving of service and the giving of material relief. A good case worker will not attempt to value one against the other. Rather will they be thought of as a two-horse team pulling evenly together, the strength of one giving to the other. The friendship and the personal interest shown by the Good Samaritan to the sufferer by the roadside, the money paid to restore him to health—both were essential to the accomplishment of the undertaken task. The money allowance paid monthly to the family while the wage earner is in a tuberculosis sanitarium is an implement of service, to be used along with other implements such as health education, diet instruction and so on. However, unless income necessary for at least the maintenance of a fair standard of life is available to the family there can be no foundation on which the nurse, the dietitian, the mental hygienist can build. Service that consists only of giving words of counsel and good cheer, or the referral of people to other agencies without assurance that the agency to which referral is made is ready and able to give the required service, is likely to increase rather than decrease the discouragement of suffering people. To a man fighting for months to keep his independence, who during that time has used every resource to keep his family fed and who sees a few months ahead a job that will once again mean security for his family—to such a man encouraging words commending his patience and courage, may help for the moment. They will help much more if they are accompanied by a temporary job, the wage return from which will pay rent and buy food until the real job arrives.

Our complicated social order today does not make individual Good Samaritan acts easily possible on the part of people hurrying to market and to work. Yet there continues in the hearts of many people the desire to help fellow beings as neighbor might help neighbor. Hence, in cities of any size, organizations have been created and supported by citizens who, through them, would extend a helpful hand to people in distress. It still remains the first business of such organizations to carry out the wishes of those who respond to the appeals constantly made for such purpose.

In giving service to any large number of people, organization and machinery are necessary. However, they are but the channels through which should flow immediately, freely and completely, the service which an organization has to offer the individual and the community. The simpler it is kept, the more quickly and smoothly the service stream will flow.

It should not be difficult to decide what privately supported family welfare organizations should do in the way of family service now that the government has entered so largely into that field. They should continue in those avenues of work of tested value in which the government has not entered, the avenues by which they have won, and hope to keep, their places in the community. They should supplement public relief and health work in situations in which legal restrictions limit government offices. In their own immediate programs they should emphasize quality, not quantity; thus their standards will continue to influence public work of like character. Above all, let them cease implying, as they have in much of their appeal literature of late, that no kindness or intelligence can be expected from public welfare workers. The public may well grow skeptical of the usefulness of persons who spend much time in self-praise.

William H. Matthews
Department of Family Welfare
New York AICP

Praise from the Corn-Belt

To the Editor: Since coming to Iowa I have learned to appreciate *The Survey* as never before. In New York and Chicago it was accepted as a matter of course, one of many means of keeping abreast of current problems. In Iowa it is one of relatively few channels through which we in the state and county offices can keep informed of current nation-wide trends. The timeliness of the articles is one of their satisfying features. Eveline Burns' Social Security Primer [See Your State and Security, *Survey Graphic,* February 1936, page 77] has been used throughout the state to acquaint social workers and lay people with the social security program.

Jeannette M. Elder
Des Moines, Ia.

Thanks

To the Editor: As one of the social workers who missed the Atlantic City Conference I felt almost wholly compensated by your report of it. Maybe there have been better magazine accounts of such large gatherings but I never saw one. David Liggett
Minneapolis Community Fund

We're Guilty Too

To the Editor: I must plead guilty of faulty correction of the manuscript of my article recently submitted to you and printed under the caption, Kinds of Group Work, in the May *Midmonthly.*

The correct names of three authors there referred to are: James Mark Baldwin, Otto Rank, George Mead.

J. S. Burgess
Temple University, Philadelphia

Book Reviews

The Movies—Pro and Con

THE MOVIES ON TRIAL, compiled and edited by William J. Perlman. Macmillan. 254 pp. $2.50 postpaid of *The Survey*.

THE tumult and the shouting die hard among those people who concern themselves with public morality. The movies, therefore, despite their recent promise to "reform," are still considered by many good people as a threat against public virtue.

In an honest attempt to throw some light upon the whole problem, and to clarify the issues involved, the editor of this volume has placed the movies on trial before a jury of distinguished, earnest and widely differing men and women: preacher, judge, poet, actor, producer, dramatic critic, social worker, economist—strange bookfellows! The composite of opinions thus assembled is stimulating and challenging, the one point of almost unanimous accord being a condemnation of the whole idea of legal censorship.

Only a small minority of the contributors "view with alarm." Among these are William Allen White whose diatribe against everybody connected with movies, from producers to "gum-chewing" movie-goers, smacks of an intellectual snobbery that is hardly calculated to raise the standards of public taste. The Most Reverend John J. Cantwell also sees in the movies an "instrument of debauchery of the youth of the land." One wonders why the editor chose to open this symposium with these two rather passionate attacks, for the most convincing indictments of the movies, and those which point a way to hopeful reform, are those which take them to task for their artistic and cultural failures.

On the other side of the picture, it is startling to find the most vigorous defense of the movies coming from a former judge of a juvenile court. Even the most fervid "reformer" must pause before Judge Ben B. Lindsey's unequivocal statement: "From all of my experience with literally thousands of delinquent youth I find it difficult to say, fairly or justly, that the cause of delinquency or crime was due just to what the offender had seen in the movies. Doubtless there are such cases. I think they are rarer than is generally supposed. I can be more definite and certain in saying that I know of thousands of children who have been elevated, inspired and made happier because of the movies." This opinion is seconded by Dr. W. E. Blatz, director of St. George's School for Child Study, who finds children's movie tastes, on the whole, good. Reassuringly he says: "A movie may for a time alter the attitude of the spectator towards some aspect of life, e.g., race prejudice, but so also do politicians, ministers, newspapers and parents. The amazing aspect of this effect is its impermanence and evanescence."

Despite the weaknesses inherent in any symposium of this sort, the book performs a real service in pointing up the failures and positive values of the movies as entertainment, and in clearing away the smoke of prejudice to discover the real issues. JOSETTE FRANK
Child Study Association
New York

School on Wheels

THE MOVABLE SCHOOL GOES TO THE NEGRO FARMER, by Thomas Montoe Campbell. Tuskegee Institute Press. 170 pp. Price $2 postpaid of *The Survey*.

HERE is a graphic portrayal of Negro farm life and of the problems confronting those who would assist in introducing social and economic reforms in that field. The autobiography, to which the author devotes the first half of his book, sets forth the milieu in which educational agencies must serve and discloses the intimate reactions of a poor Negro country boy as he strove to overcome depressing environmental handicaps. The second part of the book sets forth the history and modus operandi of the Movable School and describes how an agency has been able to take education to the people where they are and to assist them in doing the things that need to be done.

Tuskegee Institute's school on wheels is more than an extension of agricultural course work. It is a happy combination of practical farming, health and home economics education, bringing the knowledges available in these three fields to bear directly, and as a unit, upon the problems in a pressing rural situation. The significance of this approach is best illustrated by quotations: "I almost developed a grudge against cows and horses that had good comfortable stalls." "We decided that if the average Negro farmer and his wife and children could not repeat, reproduce, or reenact the things done by the Movable School instructors, it was doubtful whether the subject introduced was practical or timely."

The clear cut description of this type of educational service, together with the reactions of Negro farmers to it, point to the possibilities of its extension in rural education generally. It might be added that Mexico, confronted by problems in rural education, has made wide use of the "traveling normal school," or Cultural Mission, in meeting the cultural, social, and economic needs of its rural population. Mr. Campbell presents varied evidences of the success of the method in attacking the farm problems of Negroes in the South. Those interested in giving a more practical tinge to rural education will find his book well worth reading.

GEO. I. SÁNCHEZ
Julius Rosenwald Fund

Hospital World

THE DOCTOR, by Mary Roberts Rinehart. Farrar and Rinehart. 506 pp. Price $2 postpaid of *The Survey*.

BEFORE she started her career as one of this country's most popular novelists, Mrs. Rinehart was graduated as a nurse and became the wife of a doctor. She brings to this story of a surgeon the conviction of one who knows whereof she writes, catching the hospital sounds and smells so unforgettable to one who once has lived in a hospital's little world. The Dr. Arden of the book hung out his shingle in 1910, and grew up professionally in the period when specialists were superseding the old-line family doctor. The delightful old nurse in black taffeta who directed the training school occasionally wondered if at the same time science was superseding service. The young doctors, before whom a new world was opening up in laboratory and clinic, often would have denied that they could give any service but science. This novel will be read happily merely as a novel by the thousands who enjoy Mrs. Rinehart's gifts as a story-teller. It will have a special interest for the lesser number who are in a position to appreciate the specific realm of emotions and activities on which she here has brought those gifts to bear. MARY ROSS

Crime Is Not So Simple

FAREWELL, MR. GANGSTER! AMERICA'S WAR ON CRIME, by Herbert Corey, with a foreword by J. Edgar Hoover. Appleton-Century. 297 pp. Price $3 postpaid of *The Survey*.

"HOODLUMS" and their "doxies," "lobbygows" and "mobs" are chased breathlessly by "the Federals" in the pages of this book. There is talk of crooks with "no more morals than a green toad," "hot money," and murders at "five hundred for one. Three for a grand." There is excitement aplenty and to spare; there are photographic illustrations of the leading stars of the "public enemy" cast, of gangsters' arsenals, of a bullet-scarred room "after the G-Men finished." There are summary sizeups of the criminal mind in such easy dog-

matisms as, "the average crook is just a hard, noisy low-life." There are simple judgments on such intricate problems as parole, illustrated by the reference to the "paroles which enabled them [the ex-prisoners] to go free and sin some more."

The forced journalistic style employed by Mr. Corey is a bit annoying. It is too bad he has seen fit to place his ideas on such a loud and gaudy bandwagon, because at various points in his book he gives evidence of a penetrating mind aware that the problems of crime and correction are not so simple as willynilly he makes one think they are. If he would take a few years off and soak himself in the vast literature of criminology and penology and related disciplines, he might, by combining such an exercise with his evident nose for news, turn out a volume that would have an important place in the scientific field as well as among the quasi-thrillers.

His present book should in the meantime attract a large audience of non-professional readers interested in the more exciting phases of society's revitalized attack on its "public enemies." It describes dramatically the well known work of the Federal Bureau of Investigation under J. Edgar Hoover; the shortcomings of police administration in many regions, with a comparison of the work of some foreign police departments; some of the weaknesses of parole administration, without sufficient stressing of its good points and its complexities; the regime at Alcatraz Prison, and so on.

One of the most interesting features of Mr. Corey's book is the collection of criminal slang with which it closes. If Mr. Mencken has not already turned his skillful hand to it, a history and critique of criminal *argot* ought to claim his attention as both a fascinating and scientific exercise.

P.S. I predict that the title of Mr. Corey's book will turn out to be just a wee bit optimistic.

Cambridge, Mass. SHELDON GLUECK

The Mind of the Worker

PSYCHOLOGY OF HUMAN RELATIONS FOR EXECUTIVES, by J. L. Rosenstein. McGraw-Hill. 284 pp. $2.50 postpaid of *The Survey.*

IN simple and entertaining style and diction Mr. Rosenstein considers personnel problems in the light of psychological analysis. The results are somewhat illuminating. "Little has been done," he says, "by industrial leaders to enlarge their understanding of the human beings under their supervision." This book endeavors to open executive eyes to the principles governing conduct, relations with others, and attitudes towards fellow beings.

Mr. Rosenstein believes that as progressive managements have gone far in the promotion of health and physical efficiency of employes, so enlightened industrialists will next proceed to understand the mind of the worker. Indeed, executives are advised to engage in self-appraisal with a view to the improvement of their relations with those about them. The book affords an analysis of the mental needs and problems of workers in terms of sufficient simplicity for the lay reader. Illustrations seem to have been drawn largely from experience with girl employes.

Perhaps a reference to a few of the questions posed in the major divisions of the volume will indicate the author's line of approach: "Why do people do as they do?" "What does the job mean to the worker?" "What about cooperation and discipline?" "What are some things executives have overlooked?" The chapters are very short. Many are followed by concrete suggestions for practical application of the general principle discussed. At the end the author brings together the highlights of his discussion. While specifically directed to industrialists, it is probable that social work executives and social workers in general will find the discussion stimulating and helpful.

HERBERT MAYNARD DIAMOND
Lehigh University

A State Comes of Age

BALANCING THE ECONOMIC CONTROLS, by Russell A. Stevenson and Roland S. Vaile. University of Minnesota Press. 96 pp. Price $1.50 postpaid of *The Survey.*

MINNESOTA has come to the end of a period of pioneering in which its natural resources were wastefully used, its human energies poorly organized and its capital unwisely invested. Before 1929 its lumbering, lake shipping and wheat growing were waning, industry was generally unprofitable, farming declining and population beginning to emigrate. The University of Minnesota has spent five years appraising the present position of the state and has here summarized its findings.

In the course of its investigation the University established banking and industrial clinics consisting of experts in various fields who diagnosed the difficulties of individual firms and banks. Local industry was backward in its use of scientific management and modern cost accounting and too poorly informed concerning economic trends and modern methods to adapt itself speedily. The rural banking system was so unstable that half the banks in the state failed between 1921 and 1933.

The writers of this report look to the modification of the balance between the interplay of individual desires and centralised control by government as a means of increasing social efficiency. Their primary remedy is a better supply of factual information; more facts for local industry and banks through clinics; more facts, governmentally supplied, concerning investment opportunities and far less secrecy concerning the costs and profits of existing business. Their second remedy is a far more flexible price system capable of effectively regulating economic activities and avoiding the unemployment of both men and machines. They suggest the realignment of institutional practices, more especially concerning fixed charges. Their suggestions lack definiteness and there is serious question whether great flexibility is attainable under modern conditions of production.

Comprehensive curtailment of individual liberty in economic affairs they regard as generally unacceptable. They suggest, therefore, the replacement of special interest groups, such as trade associations and labor unions, by regional planning committees more generally representative. They suggest fields in which these bodies might experiment, but with advisory status only. These moderate proposals are attractive but their authors are optimistic in their hopes. How are regional plans to be coordinated if the federal government is to be confined to the improvement of its fact finding activities? Will not voluntary planning be stabbed in the back by the chiseller? Can we retain all our present liberties and shed any large part of our present discontents?

This book brings the problem of economic planning down to earth in Minnesota and thus alone can it take effective root. This soil, moreover, is of the kind in which much economic planning must be planted in the future—that of a society faced with the cessation of economic expansion.

ARTHUR ROBERT BURNS
Columbia University

Church and State

HITLER'S FIRST FOES. A STUDY IN RELIGION AND POLITICS, by John Brown Mason. Burgess Publishing Company. 118 pp. Price $1.75 postpaid of *The Survey.*

THE principal query raised by Professor Mason's book is this: Why did the Center Party collapse under Hitlerite pressure, and to what results has that collapse led? Initial chapters discuss the history and achievement of the Party, emphasizing the remarkable fact that it retained and even increased its following to the very end. During the years which marked the rise of National Socialism, Centrist leaders were supported by the Catholic bishops in their repudiation of ultra-nationalism and race fanaticism. Afterward the Church authorities thought it expedient to come to an understanding with Hitler. Some Catholics even went farther

and actually endorsed the regime. Six important documents illustrative of these matters are here reprinted.

The book is useful within limits, with the analyses of Catholic attitudes towards Hitlerism affording, in the main, objective summaries of important decisions. What is said concerning the Concordat of 1933 is particularly judicious. The principal fault is lack of awareness of what was happening behind the scenes. It is impossible, for example, if one knows merely the evidence here adduced, to understand why the Center Party endorsed the Enabling Act which gave Hitler dictatorial powers. I think also that the treatment Professor Mason accords pro-Nazi Catholics suffers from a failure to reckon with significant hidden factors. The book, available only in well mimeographed copies, is privately published. Dr. Mason is professor of history in Colorado Woman's College, and is actuated throughout by a desire to discuss with academic impartiality an important modern instance of relations between church and state.

New York GEORGE N. SHUSTER

Allies of Delinquency

SOCIAL DETERMINANTS IN JUVENILE DELINQUENCY, by T. Earl Sullenger, Ph.D. John Wiley. 412 pp. Price $3.50 postpaid of *The Survey*.

THOUGH primarily a text for classes in sociology, this book, representing a prodigious amount of reading and selective notation, may well serve as a general source of reference on many allied topics: the relationship of delinquency to family life, the play group, neighborhood conditions, the school, child labor, economic conditions, and so on. The hundreds of citations from many sources are highly informative. The several extensive bibliographies are readily usable.

Naturally the work is compiled from the standpoint of a sociologist and as such offers a tremendous contrast to the output of the older schools which have made such a strong point of individual determination in the production of delinquency and crime. Not that Professor Sullenger entirely neglects this: "Delinquency cannot be explained in terms of a few causative factors. It is the result of a vast number of social stimuli which most frequently originate in the home. In it, we have interplay of emotion, personalities, and social experiences which closely touch the child." However, "Juvenile delinquency is due almost invariably to some phase or phases of adult insufficiency, growing out of human relations in the primary groups—the family, the playgroup, the neighborhood or the community—and the larger realms of social control."

With all of its values one could wish that this book had been written in a more discriminatory spirit. Citations having very unequal merit are given without any critical comment. The cases given in the appendix are loosely documented and inadequate for the conclusions drawn from them. The section on clinics is almost naive in its presentation. But perhaps these are minor points. The author's main thesis is timely and wholesome. WILLIAM HEALY, M.D.

Judge Baker Foundation, Boston

Two Years' Evidence

STATE PLANNING: A REVIEW OF ACTIVITIES AND PROGRESS. National Resources Board. 310 pp. Price 75 cents direct from Government Printing Office, Washington, D. C.

IT is immediately obvious upon a reading of this report that state planning activities have not been regimented or straight-jacketed, but that, in the two years' activities of state planning boards, there have been many and varied approaches to the problem of developing states in a manner which would allow the best use of the remaining natural resources. Almost all states have given first consideration to land, water and mineral resources. Although the major interest has been in physical planning, social and economic factors have been weighed. Governmental reorganization, transportation, education and other state functions have been studied. The report consists of a review of planning activities in each state, accompanied by illustrations from the reports of various states. Included also are a series of findings and recommendations, growing out of the work of state boards, made by the National Resources Committee; a list of planning consultants and planning board members, and a bibliography of state planning reports.

WALTER H. BLUCHER

Executive Director

American Society of Planning Officials

Guide to Oneself

SOLVING PERSONAL PROBLEMS, by Harrison Sacket Elliott and Grace Loucks Elliott. Holt. 321 pp. Price $2 postpaid of *The Survey*.

MODERN psychological insight now enables us to obey the Greek injunction, "Know thyself." It is, therefore, possible for one who is honest with himself to recognize infantilisms that have been carried over into his adult life; his sex maladjustments, the origin and significance of his fears. This little book puts such personal problems very clearly. It should help anyone who has not veered too far from the normal, to take a hold on himself and clarify his personality.

Of especial value, it seems to me, are the chapters, The Relation of Children and Parents, and Problems of Sex and Marriage. Much of the conflict between generations would be avoided if the information on the former could be broadcast; the discussion of sex problems in the latter is sane and straightforward, and a distinct contribution to the promotion of successful marriage, a matter of so much present concern.

The authors do not narrow down to any particular approach to the solution of the problems they discuss, but in the chapters on counselling they do give concrete suggestions as to procedure. Many a minister, social worker or school dean will recognize techniques that he has probably used unwittingly, and will be helped in consciously ordering his procedure by the suggestions offered. The final chapter on Religion and Counselling might have been more effective if it had been a more positive utterance and less of a survey of points of view.

A counsellor could not find a better book to put into the hands of the average person seeking better self-understanding. The authors have written out of a wide knowledge of their subject, both in theory and practice.

JOHN HOWLAND LATHROP

Brooklyn, N. Y.

"Our Language"

SOCIAL CASE RECORDING, by Gordon Hamilton. Columbia University Press. 190 pp. Price $2.50 postpaid of *The Survey*.

CONTEMPORARY case workers interested in recording, will find this the first book on the subject that speaks our language. When I say "our language," I am flattering the case worker, however, since Miss Hamilton speaks a more effective and grammatical language than most of us achieve.

Miss Hamilton has the courage to be concrete rather than theoretical and to give us samples of different recording methods used currently and in the past, in public and private agencies. This makes her book not only valuable to those interested in recording but to those interested in past and current case work method. Being a case worker, she is fully aware of the risk of publishing a book which can be used by the thoughtless as a final authority. She writes, therefore, in such a way that case workers will find it difficult to use her book without also using their heads. In her introduction she recognizes our wish for an infallible guide when she says, "In spite of the need which most of us have of finding rules and procedures to guide us, we must face the difficulty at the outset that there is no such thing as a model record."

Behind Miss Hamilton's excellent presentation of different contemporary methods of recording, one feels a touch of crusading zeal for briefer recording than we in the field sometimes produce when we try to include the process as

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The Constitution of the United States, edited with notes and charts by William R. Barnes (25 cents from Barnes & Noble, Inc., 105 Fifth Avenue, New York).

well as the gist of an interview. No one who has had occasion to read many records can fail to identify with Miss Hamilton at this point. However, as she discusses recording mainly "as a tool in treating the client" I could not help remembering much of the summarized recording I had read which was mercifully brief but for this purpose moderately useless. Then it occurred to me that this was true because the case workers who at present tend to brief summarized recording are often those who work with people without understanding the mechanisms of human behavior, whereas those who are interested in these mechanisms tend to record the process with little economy of language. In a few years the case worker may have reached the point where he knows enough to write both understandingly and briefly. Social Case Recording will, I believe, help us in the direction of this greater maturity.

RUTH Z. S. MANN
Jewish Social Service Association, Inc.
New York

Haiti Up to Date

BLACK DEMOCRACY: THE STORY OF HAITI, by H. P. Davis. Dodge. 360 pp. Price $2.50 postpaid of *The Survey*.

THIS revised edition brings the author's close and intimate study of Haiti up to date. It somewhat redeems his earlier discouraging picture by chronicling the liquidation of the Marine Corps occupation and the admission that this phase of Haitian history was neither an unmixed blessing nor successful in its main objectives of dollar diplomacy—the extension of American enterprise in the Island. In the previous account too many of the failures and criticisms were on the debit side of the Haitian ledger. With the balanced account of the later years, Mr. Davis' reputation for fair objective analysis is rehabilitated. The volume can be recommended as the best short historical handbook on Haiti available in English.
Howard University. ALAIN LOCKE

Run of the Shelves

RURAL SOCIOLOGY, by Morris Gillette. Macmillan. 778 pp. Price $4.50 postpaid of *The Survey*.

THIRD edition of a volume originally published in 1922; extensively revised and with eleven wholly new chapters added.

FOODS, FITNESS AND FIGURE, by Jacob Buckstein, M.D. Emerson Books. 252 pp. Price $2 postpaid of *The Survey*.

PLEASANTLY and simply presented, this book on dietary principles and practices (including losing or gaining the all-too-solid flesh) has the twin merits of being concrete and authoritative.

FACTS AND FRAUDS IN WOMAN'S HYGIENE, by Rachel Lynn Palmer and Sarah K. Greenberg, M.D. Vanguard. 311 pp. Price $2 postpaid of *The Survey*.

THE sub-title, A Medical Guide Against Misleading Claims And Dangerous Products, explains the aim of the physician and the specialist on consumer research who join forces to tell women what lies behind the label and the advertising of some of the products which demand their dollars in the guise of "feminine hygiene."

THE AFRICAN BACKGROUND OUTLINED, OR HANDBOOK FOR THE STUDY OF THE NEGRO, by Carter G. Woodson. Associated Publishers. 478 pp. Price $3.25 postpaid of *The Survey*.

THE most comprehensive and objective compilation yet made of the scattered but rapidly growing mass of modern information on African life, culture and history, supplemented by a topical study outline with selected references for the study of American Negro life and history. Pioneer research in a neglected but important field, reducing a subject reeking with bias and romance to as solid a basis of authentic fact as modern scholarship affords.—A. L.

HANDBOOK OF ADULT EDUCATION IN THE UNITED STATES, 1936, compiled under the auspices of the American Association for Adult Education. Dorothy Rowden, editor. 423 pp. Price $1.75 to members of the Association; $2.25 to non-members postpaid of *The Survey*.

THIS is a second edition of a valuable educational guidebook. It has kept the "functionalized" organization of the 1934 edition, but the material is new. The book has some thirty sections on libraries and adult education, vocational education, university and college extension work, and so on, with an authority writing an up-to-date article on each subject field. An annotated listing of experiments and opportunities follows.

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SO THEY SAY

To float with the tide is a feat which any dead dog can perform.—*Dean Inge, England.*

Revolutions are better organized than the governments they overthrow.—*James A. Abbe in Today.*

The pursuit of knowledge cannot be directed by prejudice or even by legislation.—*James B. Conant, president, Harvard University.*

Our disposition in this country is to legislate first and to study afterward.—*Lotus D. Coffman, president, University of Minnesota.*

We do not change our form of free government when we arm ourselves against new devices of crime and cupidity.—*President Roosevelt.*

I'm getting sick of lawyers and legal distinctions.—*John R. Carmody, National Labor Relations Board, to the Institute of Labor, Rutgers University.*

Perhaps the central juristic problem of our time is to harmonize "law in action" with "law in books."—*Felix Frankfurter, Harvard Law School.*

Culture in a democracy rests upon economic opportunity on the one hand and good government on the other.—*John W. Studebaker, U. S. Commissioner of Education.*

Ours is the noisiest age in history. So long as we are constantly engaged physically we think we are moving up in life.—*William E. Rice, field secretary, Christian Endeavor Union.*

Land in this country was settled by the grasshopper method of laying waste and then going on.—*Prof. Carl Sauer at the Institute on Regional Development, Chapel Hill, N. C.*

If we would preserve our country and thereby our society, engineers and scientists must become conservationists.—*Morris L. Cooke to the American Society for the Advancement of Science.*

Perhaps the greatest reason why prisons have not improved, so far as our ability to reform prisoners goes, is the fact that they are still prisons.—*Sanford Bates, director, U. S. Bureau of Prisons.*

Capitalism has no greater enemies than those capitalists who, in their concern for some supposedly divine right to make profits by withholding service, do not plan in such times as these for increased mass buying.—*Edward A. Filene, Boston.*

There will always be pity for those whom floods pursue, and callousness, in the long run, for the victims of misfortunes man makes for himself. Yet only mankind can destroy mankind. Floods will not be man's mortal fate.—*Dorothy Thompson in N. Y. Herald Tribune.*

The Fourteenth Amendment has no more embedded in the Constitution our preference for some particular set of economic beliefs than it has adopted in the name of liberty the system of theology which we may happen to approve.—*Justice Stone, U. S. Supreme Court, in his dissenting opinion on the minimum wage case.*

Man incessantly seeks to compromise with his conscience or with his innate humanitarianism, by rationalizing his predatory behavior. . . . He insists upon playing the game, not only with an ace up his sleeve, but with the smug conviction that God has put it there.—*Prof. Earnest A. Hooton, Harvard University, to the Conference on the Alien in America.*

Fitzpatrick in the *St. Louis Post-Dispatch*

Making a Desolation

THE SURVEY

SEPTEMBER 1936

VOL. LXXII NO. 9

Tomorrow's Social Work Training

By ROBERT W. KELSO

Director, University of Michigan Graduate Curriculum in Social Work

IF there is any one thing more socially doubtful than having a future with no past, it is having a past with no future. Social work, as a present stage of that evolution from church charity to philanthropy and friendly visiting among the poor, is of ancient origin and venerable already. But as a new art grounded in new sciences, it is without a past. Its claim to usefulness as an instrument of social betterment must arise out of its future. And its future must rest beyond a doubt upon the effectiveness and quality of its technique and the completeness of its scientific basis.

What then is this new activity called "social work"? As it deals with human relations intensively, its definition is difficult—practically impossible of satisfactory statement. Like law it seems simple, but eludes definition. Writers of texts and speakers on conference platforms have attempted time and again to paraphrase the true inwardness of social work, but few of the definitions are ever repeated or used as measuring sticks. The reason is that opinions differ, and clumsy explanations are too awkward to be useful.

In spite of this drawback, it is necessary to describe social work in some concrete way in order to appreciate the values in any consideration of future processes of training those who are to undertake it.

The past fifty years, during which an urbanized America has come into existence, have seen the steady and rapid increase of city congestion. The machine age has not increased human avarice, cupidity and greed. It has only provided a potent instrument for their exercise. And in providing that instrument the great scientific age has advanced mankind from that condition in which the momentarily strong oppressed the temporarily weak, to an apparently prosperous but socially unhappy state in which combinations of the strong take permanent fealty from an increasing army of the weak. The job of living closely together, at peace and with reasonable contentment, has grown vastly more complicated. Questions of adjustment have come up at almost every point of friction in our new way of living, with the natural result that there has grown up a service as definite as the service of a plumber, a tree surgeon, a dog-catcher, or a doctor, by which a group of specialists undertake to struggle with the miseries of badly adjusted human relations, to find, if possible, some way of curing the difficulty or at least of easing the pain caused by the breakage or the friction.

This group of specialists in human relations, like the specialists who first undertook medicine, were just ordinary folk, without special training, who turned their hand to the new opportunity. In each profession, as the usefulness of the service to mankind has proved itself, the art with which it has been rendered has developed in its varying skills and the body of scientific knowledge upon which each rests has accumulated until today we look upon them as highly developed professions. Obviously, without that body of knowledge and without the art through which such knowledge is applied to new difficulties, the undertaking would not merit the dignity of a profession.

THIS process of growth is fully applicable to social work. It is early in the process to speak of social work as a profession, however. Some would contend that there is no such body of scientific knowledge at the bottom of social work as would warrant the new degree.

But these critics must make allowance for the greatly increased speed of living in this day of the automatic machine. It must be perceived that new and rapidly growing needs in modern city life demand and do bring about a corresponding growth in social services, which in turn quickly develop techniques of application and delve constantly into the circumstances of their many problems to ascertain that scientific truth which alone can form the

basis for sound judgment. Social work is a profession, but a very new one, to be nominated only with modesty and some feeling of apology.

But if, on the one hand, social work claims the status of a profession, it must not, on the other hand, continue to include within its definition that endless miscellany of charitable and philanthropic attitudes and abortive practices which are lumped generally as charitable endeavor. Social work, as a profession, must be purposeful. It must be persistent and reasonably continuous. Nor can it set itself up, like its mother, Charity, as a law unto itself. As a profession it must live strictly within the law, however much it may desire and may seek through constructive planning to improve that law and render it more appropriate to the social needs of the time.

WHAT then is social work? At all events, a professional undertaking, based on scientific understanding of human relations, carried out consistently within the law of the jurisdiction and aimed at the advancement of the common welfare by correcting maladjusted personal relationships; by seeking to improve conditions of living and labor; by conserving human life through the general advancement of the public health; by increasing the likelihoods in child development through care and protection of children deprived of normal home life; by care, custody and treatment of the insane and the feebleminded unable to care for themselves; by the care and custody of lawbreakers and their return to competence as citizens; by providing the means of support to those unable legally otherwise to obtain it; by the furtherance of legislation leading to these several ends; and by the planning of programs of welfare advancement.

The foregoing category of functions in social work represent, for the time being, the efforts called for by our rapidly changing social relations. Other times will undoubtedly call for other services, against which event the growing body of scientific understanding of social truth will prepare the servant for his new task. Flexibility must be the rule of growth; hence there can be nothing fixed about the content of the task.

Charity workers of the past were persons of good heart who came untrained to the task of helping the poor. It was only after a stretch of many years of practice that social agencies, dispensing family relief, began to think of some sort of training for their visitors. Their notion was to train young women by sending them on the rounds with older, more experienced workers. This was a distinct improvement over nothing at all; but it was not enough. The New York Charity Organization Society, at the turn of the century, set up a school of philanthropy (the present New York School of Social Work), and other localities, at the instance of social workers themselves, followed the lead. Then began the intensive process of developing techniques in social case work. But little was done to add to the body of scientific knowledge upon which a true profession must rest. The development of those sciences—only recently known as the social sciences—pursued the slow tenor of its academic way. The study of man as a laboratory specimen went on apace in the academy, but the analysis of actual human relations at the point of contact seemed still to lie outside the province of pure science. It is perhaps not too severe to say that in the development of much of this social science, lacking a sound process in research, there was a paucity of fact and a plethora of conclusion. And if classification may be claimed as the greatest achievement of the academy, a thorough job was done on the social sciences.

Convenience in curricular organization took precedence over true similarities and relationships in subject matter. Admittedly for purposes of convenience in practice there is need for classification, but there is ground for thinking that the academicians have overdone it. Classification should never be exalted above the lowly station of an artifice or instrument aiding the orientation of topics. It should not be mistaken and worshipped like the idols of antiquity for the gods they did but represent.

And in this plan of teaching the theoretical sciences in one place and giving training to social workers in another there was too much room for jealousies and ignorant contempt. Social agencies looked with some scorn upon the colleges which insisted that no person could be educated without a thorough grounding in general cultural studies. The agencies wanted workmen. They didn't see the need for highly educated workers. They believed that a few intensive courses in the way to interview a client; the method of recording case material; the way to schedule the day's work, and the like, sufficed to train their workers. They laid those demands before the early schools of social work and the schools obliged them by teaching a miscellaneous group of techniques. Anyone might attend.

The colleges, on their part, recognized a growing pressure for persons to engage in social work, but looked with contempt upon the matter so often contained in the curriculum of the school of social work. "Ground your worker in the social sciences," said they, "and he can do all that social work requires of him." At most a little sampling of the field of actual practice while absorbing his theory, would make his preparation ample.

THE schoolmen viewed the upstart schools of social work as mere training centers, while social workers viewed the college as a semi-monastic retreat, devoid of experience in the world of action, lacking the "drive" to come out and do things. To them, its true objective should be that of a service, striving by all means in its power to open opportunity to the individual. The university must be a force reaching out into the world of action, joining with constituted authorities and all groups whatsoever to carry on investigation and research in an effort to apply learning to the problems of mankind. And in this position, most likely, the world will agree. The university, rightly conceived, is a community force, not a cloister.

These conflicting attitudes and counter charges carried about the importance of a high school debate. In the end the schoolmen had the better of the argument. But neither side carried sufficient trajectory to hit anything beyond the immediate visual horizon.

As the need for increased skill in social work and for a greatly increased number of workers pressed upon the schools, the colleges and universities responded with programs and majors in sociology, and gradually began to superimpose graduate study upon the social sciences taught in the undergraduate departments. To the community they began to offer a fairly well schooled graduate who had at least a one year course of special study in his field. They armed him with a master's degree and called him trained. As against the social work "technician" who was

without college background, he was trained—better trained in the average—but neither the product of the departments of sociology nor of the schools teaching mere techniques of the job, were trained in any real sense. When federal emergency relief sought at least a nucleus of trained workers who could direct untrained groups, the supply of persons with any training at all was quickly exhausted and many of those claiming skill were found to be poorly prepared.

What then is the gauge of education and training for social work in the future? That future calls for professional schooling in a graduate unit of the university, divorced from undergraduate direction, after the manner of the best law and medical training of the day. It demands a careful background of the so-called social sciences taught in the undergraduate college. It requires a period of application to the field of practice as intensive as that now provided in the best medical schools. This means not less than a three year course, with an academic degree and thorough grounding in the social sciences as prerequisites.

AS to what shall be taught in this new graduate school, the academicians' fear of lack of solid book content need not give us much worry. Agassiz began his school of biology with a crab. The field of the social sciences is characterized by much writing and a little knowledge. Again, the field of their application to human relations is encrusted with words and but scant learning. The way out of this predicament is a return to Agassiz. Find the true philosopher of real things in this world of human relations and set him in the place of instructor. He may never have had those degrees which are the politeness and gentility of education. He may not measure up to the usual requirements of a given number of years at classroom teaching. But if, as he must be, he proves himself a true interpreter of truth he will succeed despite the lack of adornment and the taints of classroom fixation. Thus far the established college faculty is somewhat loath to receive this unwashed doer from the field, with the very soil of his labors still upon his hands. But the aversion is no doubt grounded in nothing more solid than Brahmanic reserve. Wherefore the good sense of leaders in the university must prevail. Meantime college faculties are fully justified in withholding their approval of such specimens of field hand as many who have come in to teach in the schools of social work have turned out to be. They have been far too often persons of little grounding in the social sciences, giving but a small fraction of their time and attention to teaching. Until the social workers improve their own performance in this particular, the university forces are behaving like Christians.

The content of this new professional instruction will not be the theoretical sciences as now taught in the university; the new content must begin where the theoretical studies leave off. The teacher of the social sciences looks aslant the field of social work and argues that, of course, all there is to it is the theory and the practice. All therefore that need be taught is the theoretical science and a tour of field work that the student may learn to apply it.

This is good logic and would hold were it not for the fact that theoretical science as now taught is underdeveloped. If it could be given the enrichment of knowledge gained daily in the field, with a steady inflow of new discovery through expert adult research rather than so much tenderfoot prospecting of students in training; if finally it could be expounded by leaders who have constant contact with the field of reality to which the theory applies—then the two-phase curriculum would be sound. But as the academic teaching of the theoretical sciences on the present basis will continue long, the superstructure upon this base must be provided in a professional school process rather than in the crowded courses of the academy.

IN the professional school of the future the fundamentals of human relations and of sound methods of treatment will be taught to students already grounded in the theoretical social sciences. These students will be kept closely observant of the actual field and will be required at the termination of their course to carry out a piece of field work as intensive as an internship in medicine, under faculty supervision. Instead of the miscellany of techniques demanded by the social agencies and taught in the schools of social work, an integrated curriculum, for which Chicago University has already provided praiseworthy leadership, will be developed, allowing ample room for specialization but eliminating the old parallelism. Thorough grounding in the study of personality and mental hygiene will take its place as a basis of sound case treatment; and topics dealing with group relationships, such as community organization, leisure time, housing and city planning, will be dragged from their present cubicalization and welded into a coherent whole.

The faculty of this new school will contain perforce many instructors whose main tasks lie in the field of practice; who are selected because of their ability to interpret facts and to provide the neophite with inspirational leadership at the outset of his career. But the backbone of the faculty of the new school must be time proved leaders in the fields of social work and of education, who can guide the efforts of the part time teachers and who can deal with the student as an individual, giving him intimate personal help in training himself for a difficult profession.

And to have selected a faculty for the new professional curriculum in all ways competent is but half the task. It remains to keep it competent. This cannot be done by setting down a fixed task of instruction—so many classes per term in the same subject without variation. There are few objects that rust and deteriorate as fast as a lecture course taught each term from the same old syllabus. The instructors of the new school must be students of new things. No one should teach in such a school who has not had actual grilling experience with the field of social work. Nor should he continue long at his teaching without renewing that contact, either in the field of research or through a sabbatical year of field duty. Meantime teachers in the professional school should be producers. Scholastic production on the part of such leaders should be the primary source of textbooks and sound commentaries in their several specialties. Constant writing presupposes serious study, which in turn means that such a faculty will be kept up to a good standard of leadership. And writing with the alternation of social work for professional teaching is the only way to guarantee such standard.

At the present moment, national thought is seething with the alternation of social work for professional teach- 175,000 units of government in the United States are said to employ 3,250,000 persons, to whom they pay some

$4,500,000,000 annually.* This large volume of service, operating under the shadow of a spoils system, is awakening the public to a desire for better standards of public service. The educational world seems disposed to seek out some common denominator in public tasks and such a highest common factor in preparation as may serve as a basis for instruction in the specific job of serving the people as a governmental employe.

And here is a rare opportunity, made ready to hand. For governmental service, however various in kind, is always a trust in favor of the whole people; and invariably its true aim is the public welfare. Whoever therefore would set up a curriculum or a program of studies in public service, must inevitably teach the public welfare. And further, public welfare is served by all social work, whether it be under the auspices of government or the leadership of private groups. By the inexorable logic of the situation, therefore, the effort to train people for governmental service, if it is to pass beyond the primitive stage of undergraduate majors, must result in the setting up of professional training for welfare services.

The first stage of this laudable impulse will be no doubt the careful deliberations of deans and directors, pooling in a single convenient program their various academic offerings, a bit from economics, something extensive from political science, a touch of history, a course or two in the business school, perhaps a course in law. This combination is an improvement over the present scattered electives, but it falls far short of meeting the need. The final stage must be the forthright projection of a professional course which dares even to produce new and unheard of courses.

If now, one of America's leading universities, with a famed reputation as builder of graduate schools; with a large metropolitan practice area adjacent; and a gift ample for the particular purpose, were to lead off with a new graduate school for the training of "career students" in the service of the public, especially the governmental activities, the educational world would awaken to that leadership. Instead of a program of undergraduate study with a graduate year for a cultural master's degree, men and women would begin training for full-fledged professional work.

And Harvard, for example, could find the content for such a curriculum. When President Eliot discovered young Langdell and sent him out into a cold legal world to find substance for a better system of teaching young lawyers than the time honored professional drone from a chair of learning, Langdell found it in the case system. He set an already famous faculty to work discovering the sequence of cases that related to specific principles and topics. The result has been a revolution in the teaching of law, greatly to the illumination of bench and bar. Education for social work is destined to no less a renaissance.

* BETTER GOVERNMENT PERSONNEL, Report of Commission on Public Service Personnel. McGraw Hill, 1935.

Twenty-Five Years Ago in The Survey

September 1911

"ONE of the most unique and motley assemblies ever held in the United States was the 'hobo' convention in Washington called by James Eads How. . . . Socialist orators and organizers and so-called sociologists, not to mention the idle curious, attended the convention in such numbers that the mere 'unemployed' were forced into the rear seats."

BOSTON has a new commission to study "the feasibility of city planning in the metropolitan district."

CAROLA WOERISHOFFER, brilliant young protagonist of divers good causes, whose name is now perpetuated in the endowments of Greenwich House * and of Bryn Mawr College,** was killed in an automobile accident while engaged in her duties as an officer of the New York State Labor Department.

* *Carola Woerishoffer Fund and other memorials.*

** *The Carola Woerishoffer Graduate Department of Social Economy and Social Research.*

THE National Education Association made public its "declaration," adopted in convention at San Francisco, in which it urged more money and power for the Federal Bureau of Education; appropriations "for studying problems involving the welfare of the nation's school children comparable in amount with those for studying problems concerning the conservation of the nation's material resources; "more suitable ethical instruction in even the elementary schools"; medical inspection; "proper attention to school hygiene"; more attention to vocational guidance and wider use of school buildings by children and adults.

" 'SAVE the Babies' has been heard this summer all across the country. . . . In every city and in many of the smaller centers there are committees and associations working with the state and municipal authorities in trying to cut down the unnecessarily high rate of infant mortality."

"A VITAL need in American life is for some common social program; some generally accepted social ideal to clarify thought and at the same time discipline effort along some common line of human advance."—*Anna Garlin Spencer.*

THE Massachusetts Homestead Commission, created by the legislature, "has begun the collection of the body of material upon which it will base its recommendation for the granting of state aid to workmen in establishing homes in the country."

OWEN R. LOVEJOY,* secretary of the National Child Labor Committee, reported changes in child labor regulation during the year in twenty-nine states, the most important changes being in Indiana, New Jersey, Missouri, California, Wisconsin and Texas.

* *Now with the American Youth Commission of the American Council on Education.*

"THE first course in vocational guidance to be given in an American University has just been completed under the direction of Meyer Bloomfield at Harvard." Fifty students were registered.

"AFTER a long agitation Montreal is to have two new juvenile institutions, a children's court and a detention house."

Planning the Welfare Program

Is Voluntary Social Work Competent? Responsible? Ready?

By NEVA R. DEARDORFF

Director, Research Bureau, Welfare Council of New York City

WITH increasing earnestness these days social workers, lay and professional, in boards, committees and conferences, are discussing the question of the responsibility of voluntary social work for planning the community's social welfare program, local, state and national. What with swift and unpredictable changes in welfare programs, eagerness to arrive at tabloid answers and a tendency to cling to old shibboleths, many of these discussions have failed to examine all the relevant and significant considerations bound up in the question. As I see it the question holds at least four lesser questions which must be candidly faced before we can approach an answer to the whole. They are: What is voluntary social work? What is social welfare planning? What conditions in recent years have characterized local and national governmental welfare programs in relation to the conduct of planning? What is social responsibility and how does it arise?

We often speak of voluntary social work as if it were some sort of super-entity or corporate body, or at least collectivity, which could now, as a unit, be held accountable or even, as a unit, could actually be seen or heard. Such is a mythological idea. Voluntary social work is as yet a somewhat indefinite set of concerns of a good many groups of people organized in a most bewildering fashion, with geography, type of work, historical accident, sectarian allegiance, cultural background, personal temperament of leaders and other bases that make them fractions with anything but common denominators.

The divisive factors are very often quite as powerful as the unifying factors. It is only in the last two or three decades that anyone has expected social agencies to have any collective opinions, though some of the agencies in American communities are well past a hundred years old.

Take, for example, the voluntary social work establishment in New York City. It is probably a highly exaggerated example of voluntary social work as it appears in the cities of the United States but the exaggeration seems to be in quantity rather than in kind. According to a count recently made of voluntary agencies requiring contributions for current expense, New York has 730 social welfare organizations of a local character aside from hospitals and clinics. Grouped by functions they range from 121 general child care agencies down to thirteen young people's associations. There are thirty-nine family service and relief agencies, sixty-six homes for the aged, thirty-four services for the handicapped, fifty-three housing agencies, and so on. We may be pretty short on actual resources for services but we seem not to lack units of separate organization.

If we assume that each of these organization units has as many as twenty actively interested persons who feel closely identified with it, we have a total of 14,600 persons, lay and professional, who constitute the army on the voluntary sector. That is two per thousand of our city's total population—not too many if they were a united force, but a good many if they are not pulling together.

IN this connection it must be remembered that voluntary social work is still carried on to a large extent under sectarian auspices. After thorough examination of the organization relationships of the entire body of social agencies in New York City, Kate Huntley of the Research Bureau of the Welfare Council came to the conclusion that the expenditures in 1929 for social and health work, other than hospitals and clinics, were made by Protestant agencies to the extent of 27 percent of the whole, by Catholic agencies 17 percent, by Jewish agencies 18 percent, and by non-sectarian agencies 38 percent. And may I add that the non-sectarian agencies are not without their own type of group alliances of one sort and another.

That means, I take it, that the persons connected with the agencies of these several sectarian and non-sectarian characters have diverse ways of thinking about life and its problems, about forms of social, including governmental, organization, about the behavior of clients and about many other aspects of individual and group life, and especially about what constitutes acceptable solutions of problems posed for their consideration. Taken as a whole they probably constitute a cross section of the country's thinking and belief about what could and can be done in the field of social welfare. But the very fact that they are a cross section should warn us that they are now far from uniform or homogeneous in their beliefs and should make us more keenly aware of the nature of any task that requires the concerting of opinion on welfare questions and the participation of agencies or their staff in matters outside the immediate agency program.

With this matter of participation in mind, let us look for a moment at the size of the organization from which that participation is to come. In New York City over 43 percent of the agencies had expenditure budgets in 1934 of less than $15,000, that is, nearly half are of such size that their professional staff cannot be free for much work outside of the organization. The next 33 percent had budgets of $15,000 to $50,000. Only 24 percent had expenditures exceeding $50,000 and only 15 percent exceeding $100,000. Generally speaking

Partly fortuitous, partly expedient, the American social welfare program has for the most part "jes' growed." To achieve unity and order is today's challenge to social work. In two articles, of which this is the first, Miss Deardorff candidly faces the issues involved. Both articles are drawn in part from a paper read at the last meeting of the National Conference of Social Work

it is not an accident that it is the professional people from the big agencies who give time to extra-mural activities. This is a matter with which every council of social agencies and other central social welfare body must reckon.

Closely related to this point of size and number of agencies is the manner of their support. There are many angles to this phase of the situation that give us pause.

It is not unlikely that the most effective presentation of what voluntary agencies wish the public to think about them and their work is made in connection with their appeals for money. With the idea of the voluntary agency's relation to the whole welfare scene, may we ask what it tells the public about the total function in the community of which it is a part? About the total welfare program toward which the various functional activities contribute? What do community chests say about this matter? What do individual agencies say? What do national agencies say? And what do these various agencies say and imply about the government's part of the social welfare program as they go about raising funds for their own support? Is the public thereby led to understand the total problem better? I need not press this matter. It is often in our thoughts. Could we agree that the social planning concept has yet to make its debut in social work publicity?

A second aspect of agencies' support is that of the actual time and mental energy consumed in the process of money raising, especially in small agencies and in communities without provision for central financing. The multiple role of salesman, administrator, sometimes practitioner, and now the proposed job of planner is simply too much for most of us. We cannot be the captain, the midshipmite, the bo'sun tight and the cook of the Nancy brig. One of the beneficent aspects of central financing is that it does reduce the load on agencies' boards and staffs and make possible the assignment of more time and thought to study of the agency's work and the results that it is achieving, as well as its failures to achieve. Real questions should be raised in our minds, about an agency's purpose and operation, when we are told that if its board did not have to devise ways and means of raising money, that board would lose its interest and much of its activity. Any board capable of participating in community welfare study and planning has plenty to do, especially in these times.

AND that brings the question, What is social welfare planning? Although in this country much is said about social planning, it is seldom that any serious attempt is made to specify what is encompassed within the idea or to describe how it should or can be gone about. Presumably our legislative bodies are the only ones with a sufficiently broad base of representation and with primary power and authority to plan in the sense of saying definitely what shall or shall not be done within a given period of time, and how a given public social welfare program shall be conducted. Actually our legislative bodies are not planning centers in that sense. They have come to be battlegrounds where the best laid plans get scrambled. Any one who has watched legislative action, even when it has the benefit of an investigating and planning commission, must be impressed with the incapacity of ordinary legislative bodies to attack almost any subject in a genuinely planful way. Sometimes they do not even muddle through. They simply adjourn.

Essentially planning is the formulation of coherent ideas calling for and describing action in the future. It has to do with rounded recommendations, proposals and suggestions of courses of action to be followed. Since these are a thrust into the future they always introduce elements of risk and uncertainty. Such proposals and suggestions seem more acceptable when each phase of them has been examined and weighed by people who have had experience with the subject of the planning operation and have given thought and study to it, and when knowledge and experience are synthesized. But knowledge and even experience are not the whole story. Planning implies capacity to invent new ways of accomplishing purposes and deliberately to adapt old ways to new circumstances.

In a recent publication on city planning Abram Garfield, chairman of the Cleveland City Planning Commission, describes with real honesty our plight with regard to planning. He says:

> Now finally, so that we may know what we want when we go to the (City) Council and ask for an appropriation, let us at least realize that our wish is not answered by employing ten or a dozen draftsmen and setting them to work. That suggestion has actually been made, but the fact is, that no one would know what to tell them to do. The thing that we want, I believe, is the employment of some one person, qualified as nearly as possible in every essential respect, to make this subject his sole interest for a period of several years and to give him whatever assistance, paid and otherwise, that he needs.

I suppose it was these creative, synthesizing elements that Mr. Garfield had especially in his mind when he suggested, not a dictator—for he would give his man no final power—but an artist, a designer.

There is still another angle on this matter of social welfare planning which we are sure to run into, once it gets past the disaster relief stage. It is the question: what are we really driving at? What are we trying to get the community to purchase? And when the definition of underlying purpose is formulated, it somehow leads around to the principles that people think should govern in human relationships. And that again is something to think about in connection with our people, lay and professional, in voluntary social work—or in public, for that matter. How well some of us have come to know the truth of John Dewey's remark that "no one is ever forced by just the collection of facts to accept a particular theory of their meaning, so long as one retains intact some other doctrine by which he can marshal them." The body of people associated with voluntary social work are the holders of many doctrines by means of which they are able to marshal and extract meaning from what they see and learn through their social work experience.

But whatever the ends of public welfare programs, their planning for concrete action must concern itself with the organization of the means, that is, with the several factors of activity or function, with the size of operation or coverage, with the quality of service to be rendered and with the public understanding, vitally necessary, not only to secure support but also to prevent perversion of services.

Planning implies that ideas of quality and quantity must not be played off one against another but that they will be harmonized and integrated. In short, planning implies that there must be growing clarity as to what

social welfare programs will undertake to do in terms of definite activities; how much of each given activity is to be carried on at a given time; how it is to be done, that is, the method to be applied; how well it is to be done, that is, quality and expertness in the application of method; how it is to be supported, and that these must all be thought of together.

But before these various parts can be thought of together, we need to be more sure of our grip on each separate phase. As long as we are foggy about activities and their aims, uncertain about quantity or quality, ignorant about cost and support, we are not in a very advantageous place to see our welfare program whole or to attempt to guide or control it.

There can be little doubt that we are moving forward toward conceptions of continence, integrated and studied planning in the field of social welfare administration, at least in some communities. The Hartford Survey and its continuation may be cited as an example of an encouraging attempt to grapple and to keep grappling with the total welfare program in a metropolitan community of 230,000 people. The Community Fund of Chicago, Inc., and the Chicago Council of Social Agencies have announced their determination to work toward the "gradual evolution of a reasonable community plan." Cincinnati, Indianapolis, Pittsburgh and St. Louis come to our minds in this connection. The Welfare Council of New York City has devoted the first ten years of its life to the continuous cultivation of such relationships and the continuous accumulation of such data on activities, personnel and finance, as will, it is hoped, enable planning activities in that huge and complex community to change from the cooperative gestures required of agencies, public and voluntary, to the operation of a total community program more positively and measurably effectual. In a city of the size and social complexity of New York, that is a matter not of years but of decades.

Such planning endeavors in the social welfare field as are emerging strongly point to the conviction that, if we conceive of planning as consisting on the one hand of study that takes concentrated thought to define and describe problems and possibilities of attack, and on the other hand of laborious processes of concerting opinion and of arriving at understanding among people that will stand up under subsequent pressures of all sorts, then we must see that it takes time to participate in that process. And, conditions being what they are in both public and voluntary social work, it is more than a full time job to act as the business agent even of one or two such enterprises, especially in times of stress and commotion.

In her second article, to be published next month, Miss Deardorff discusses social welfare planning in the light of recent activities of government, and the responsibility of voluntary social work in the light of its experience and performance.

What Is a Loan Shark?

By MARGARET GROBBEN
Consumer Credit Institute

THERE are few institutions in our economic life that draw public interest and curiosity as does the illegal lender. Long generations before Shakespeare invented Shylock, legend, colored with disgust and fostered by prohibition, enveloped him. Succeeding generations have added to his picturesqueness, embroidered his character as a greedy money baron, a hungry shark, an octopus snatching innocent victims into his coils.

It remained for the twentieth century first, to discover that the loan shark persisted because the public needed small loans; then, to provide a substitute under state control to fill that need; and finally, to suspect this reform and dub the substitute agency by the same disgraceful name —loan shark. Such an attitude is unfair to those who need a controlled small loan service; it is unfair too to those who offer such a service. But to the loan shark who still finds it profitable to operate in violation of law this attitude toward controlled agencies is a boon.

Let us define the difference between the regulated dealer in small loans and the loan shark who operates illegally.

Legal lenders are dealers in small loans who carry on their business under the regulations imposed by state laws. They are licensed by the state; they are examined periodically by the state banking department; and under most state laws they submit certified reports of their activities to the state at least once a year.

Their laws have been sponsored by social agencies, labor leaders, and other public spirited groups and individuals. Some of these laws have been designed by humanitarian organizations that saw the great need among wage earners for a loan service similar to that available to business men.

Legal agencies confine their business to the small loans that banks, forced to observe the limits set by usury laws, cannot afford to make. Also their loans are overwhelmingly of the "consumer" type that banks traditionally prefer not to make, and that are as a rule repaid in small instalments over many months.

The only other important respect in which their service differs from that of banks is in rate of charge. This difference leads unthinking individuals to confuse supervised service with illegal lending. In so doing, they fail to realize that the small loan business is really retail finance. These same critics do not denounce grocers for the prices they ask of their customers. Yet, logically, the difference between the prices grocers charge and those which they pay wholesalers for the same goods is comparable to the difference between the prices asked by licensed small loan companies and those asked by commercial banks. It is the difference that, in all but money transactions, people have come to respect as justified by the greater costs per unit, of overhead and service on small transactions.

The loan shark is a bootleg lender. It has been estimated that every family needs some kind of financial help at least once every two years. When this help is not available

legally, most families will get it where they can, and pay for it what they must. The loan shark takes advantage of this need. Formerly he flourished because there was no regulated small loan service. He still exists in sections where such a service has not been provided, or where it is so limited as not to meet the needs of all who must borrow small sums. Loan sharks are constantly in danger of being caught and punished for violating the law. They operate under cover and charge their customers not only for the service given, but add to their bills a charge for the risk involved in doing an unlawful business. It is customary for them to ask at least 10 percent a month on the loans they make, and it is not unusual for them to exact of their customers several hundred percent interest a year.

The modern loan shark, deprived of business by legal competition, is now devoting much energy to effecting the repeal of small loan laws. Once rid of legislation and regulation, he believes he will be able to return to his former prosperity.

His best allies in this effort are the upright citizens who can readily borrow at a bank or who never need to borrow. Only such citizens would make the mistake of dubbing licensed lenders "loan sharks," and demanding that licensed lenders be put out of business. Only they accept unquestioningly pathetic stories of a poor wage earner who must pay a retail price for small loans while the rich magnate pays at wholesale rates on the millions he borrows. With such aid, the loan shark rides into occasional brief power.

But those who use a small loan service soon make it known that a legal 1 to 3.5 percent a month on the unpaid balance of loans repayable in small instalments is preferable to the loan shark rate for which only the sky is the limit. Ordinarily it takes legislatures several years to undo the damage they have done when they repealed a small loan law, or reduced its permitted maximum charge to one below that at which a retail loan business could be handled. Eventually, as happened recently in New Jersey, New York and West Virginia, public pressure becomes great, the repeal or reduction is reversed, and a legal business restored.

When the price argument fails the loan shark finds other ways to make the licensed lender appear undesirable. A favorite charge is that the licensed lender urges his loans upon customers; that he makes them take more money than they need; that he reduces their living standards by keeping them eternally in debt.

Those who understand the methods and purpose of business organization realize that the lender who is regulated, licensed, who has a considerable investment in his business, and who cannot escape the consequences of his acts, must, like the commercial banker, make the conservation of his capital his first concern. Capital cannot be conserved when it is loaned unwisely. Only responsible customers repay their loans. Even they repay only when the debt is within their reach.

All legitimate financial agencies—industrial banks, personal finance companies, pawn brokers, credit unions—know that they must conserve their capital, their good will and their self respect through ethical business practices and consideration for the customer's welfare.

Only the loan shark, operating in violation of law and under cover dares lend too much and charge too much. The rates asked by all other institutions are established by the dictates of sound business practices. Against such competition the illegal loan shark cannot long survive.

One of our oldest financial institutions, always illegal, usually unfair to his customers, the loan shark has persisted for centuries because he has been fought with prohibition. Now, in the face of the modern method of supplying a planned and controlled substitute he is putting up his last fight. But in the course of his final retreat he can still do harm to those who need the services of licensed lenders.

Partners in Public Health

By FLOYD S. WINSLOW, M.D.

President, Medical Society of the State of New York

ANYBODY can tell us what a public health person should know, if somebody will first tell us what that person is to do.

Public health workers and private practitioners alike engage in an occupation whose purpose is the improvement of people's health. The health officer's work is extensive, that of the doctor is intensive, that of the public health nurse may be either or both. The health officer thinks in terms of cases of pneumonia, the doctor thinks in terms of persons with pneumonia. The health officer is more or less abstract and communal in his attitude, the doctor is essentially concrete and individual, the nurse often serves as a link between the two and an interpreter of their aims to actual or potential patients.

None can get along without the others. We should be more than just acquaintances; we should be friends. We should understand each other more fully than we do and we should cooperate to better purpose than we have sometimes done. It is easy to be critical. I admit at the start that the average doctor might very well know more about community health problems, the value of vital statistics, the importance of certain sanitary procedures. On the other hand, the health officer might well understand more about conditions as the doctor encounters them in the sick room; the personality problems involved in almost every one of his relationships, the difficulties which stand in the way of his obtaining the cooperation of the patient in some particulars without seriously disturbing the whole confidential relationship. To a health officer, statistics on a chart may be too easily interpreted as failures of private physicians to achieve ends which bulk black on the roll of the community's total; but to the individual doctors, these imperfect results may mean, in each case, the best that could be accomplished under the given conditions. Angels perhaps could have done no more—health officers, even if endowed with plenary powers of compulsion, might have done much less.

I believe I could write on the imperfections of the

medical profession until the celebrated Saratoga Springs ran dry. The trouble with us is that we are so busy with our individual cases of people who are sick that we have no time left to devote to aggregates of sick people, and we fail to sympathize as fully and instinctively with communal purposes as no doubt we should. Some have been kind enough to point this out to us on a number of occasions; it must be admitted that we are improving. On the other hand, there are those of us who think that some public health efforts are operating to increase the number of instances in which persons who should go to a private practitioner are allowed to feel secure in the advice of persons of inadequate ability and experience.

THAT popular health instruction in the mass and individually is a part of the function of health departments, as well as the obligation of voluntary health agencies, is clear from the examination of their activities. The school nurse and the school physician, for example, are strategically placed to protect the school body in many particulars which would never pass under the observation of the family doctor. They can do things which he cannot do in this respect; therefore they should do them. But are they ready to assume the responsibility for diagnosis or treatment, and do they realize fully enough that they may be innocently diagnosing or treating when they think they are doing educational work?

What matters is not the purpose but the effect of that which is done. The difficulty of the public health worker's position, particularly that of the nurse, is apparent. She, like the doctor, must obtain and retain the confidence of the people she serves. It is difficult to say, "You should see your doctor," when an apparently trivial question is asked. It is easy to respond to a request to be more specific. The extent to which the nurse may be substituted for the doctor, quite unintentionally on her part, is not to be overlooked as one of the problems inherent in the extension of her activities. Should she express opinions on conditions of individual persons even when coupled with a warning to "see your doctor?" The temptation to do so is great, and the more confidence in herself which she establishes, the more frequent and insistent will be the temptation. Yet she will be the first to admit that she is not ready to accept the full responsibilities of such a relationship.

If we agree that vital statistics can only tell us where to apply therapeutics and not how; that the healing process cannot be performed by means of surveys; that a person with public health training is not equipped to diagnose or prescribe, then we should agree that in the last analysis, the health of the community will depend to a great extent on what goes on in the doctor's office and in the sick room. No other situation in the picture can be more important. Yet no other situation in the picture receives less popular emphasis outside the strictly medical forum of the medical school, the clinic and the technical journal.

I do not decry health instruction. It is of value especially when it results in action on the part of those to whom it is directed, which is not always the case. Often, I fear, it either unduly frightens or unduly allays disquietude. Prevention is important, but the most effectual prevention is not a story in a newspaper, but the story which the doctor tells the patient after he has examined him. The official and voluntary agencies do well to create a demand for preventive medicine. It is then undoubtedly the province of the doctor to administer these measures.

The delineation of functions in a composite administrative picture is never an easy one—since human beings are not absolutes—which may be blue-printed with certainty. The head of a great establishment employing thousands of persons once examined a chart of his organization on which he and his executives had labored long, and said with a smile, "This all looks very fine, but how long will we be able to keep these people inside their little rectangles?" He might also have asked, "How long would I wish to do so, if my organization is to continue growing?"

Every group possesses something like a biological will to live, and tends to increase its powers, as we know is true of all individual life on this planet. Every group has the virtue and the vice, the insight and the blindness, of its peculiar species. Deathrates among large groups are meaningless to the physician who wakes up in the middle of the night, asking himself if there could be anything additional that he might have done for the cases which are most upon his mind. These sick people are his responsibility. His days and nights are occupied with the seriousness of this responsibility. When he has a moment to spare he wishes to study, to keep up with the march of medicine. He has no time to devote to statistics of thousands of persons unless he is specially interested for some reason other than clinical.

Persons in the mass are not his responsibility. They are the responsibility of public health authorities to the extent, and in the degree, that it is possible to do something for thousands of persons en masse. But you cannot diagnose thousands of persons as thousands, but only as the sum of individual diagnoses; you cannot treat the diseases of thousands of persons except as the sum of individual treatments; therefore the public health function ceases where diagnosis and treatment begin. I would go a little farther and say it ceases when education or instruction is in fact construed by the recipient as diagnosis or treatment.

THE public health groups and voluntary health organizations have done an excellent job of teaching the people certain scientific facts which have not only sent them to the private practitioner for help when they needed it, but have sent them better prepared to be good patients. Taboos are being removed which kept people from seeking medical care, especially in tuberculosis and syphilis. In many other ways the medical profession should be thankful for the work of these groups which are able to tell the public things which the doctor cannot tell them without loss in public esteem, and therefore in healing ability. However it is possible for one to learn and teach the value of an X-ray in suspected tuberculosis without really knowing anything about X-rays. The word "shadows" may be used by a person who does not know whether shadows show black or white on a negative. This is merely to say that it is not necessary for the salesman of preventive medicine to know how to conduct a physical examination, just as a man can sell automobiles who could not make one. By the same token, care should be exercised that these official and voluntary groups in easy access to the public mind do not become substituted, through identification with the subject, for the services which only a trained and experienced physician is able to provide. Wise is the man, be he the doctor or one of his co-workers, who, with Plato, can say, "What I do not know, I do not think I know."

A Five-Year Partnership

By EUGENE C. CARDER

The Riverside Church, New York

AS a demonstration of effective cooperation between church and social agency the association of Riverside Church and the New York Charity Organization Society in the operation of a joint employment service, now in its sixth year, should go into the record.

At the end of five years, this three-cornered employment service, financed by Riverside Church, operated by the COS, and housed at the offices of the State Employment Bureau had made 7262 placements, with the earnings of those placed estimated at $672,000. During 1935, the service reached a peak with 1599 placements, an increase of 9 percent over those made in 1934. This increase is particularly notable since in 1934 there were 140 placements on made-work jobs, while in 1935 all placements were in private industry, about one third in permanent jobs.

The employment service was born of a desire on the part of Riverside Church to help in the unemployment emergency as it showed itself in 1930. It would have been easy for us to establish a food kitchen, a recreation room, something which would perhaps have been spectacular and tangible, but in reality of no lasting value. Instead, we consulted the COS as to existing needs and the decision to create the employment service was the outcome.

The society and the church based their plan on the simple logic that the cure for joblessness is jobs, even if the cure is on a limited scale. As security for the individual was the aim, just "any job" would not do; the job must fit the worker, insuring as permanent a tenure as possible.

What was finally worked out was an individualized service for intensive placement work under two definite policies: the service must operate on a basis of efficiency and not of sentiment—men and women would be placed on jobs where they had a chance to make good and to secure permanent employment; the service would not ask persons who were on relief to accept sub-standard jobs, for the purpose of getting off relief.

With these policies in mind, it was necessary to find a modus operandi which would avoid duplication of any other service and make full use of available community resources. It was natural and logical to work in conjunction with the New York State Employment Service. To do so would give status to our undertaking, would utilize existing community planning for social service, and would affirm our belief that employment service is properly a public function.

The New York State Employment Service has cooperated with us by putting all its placement and vocational knowledge at our disposal and by giving us contact with its constant experimentation to improve placement methods and its constant effort to inform workers on industrial conditions and requirements for specific occupations.

When our employment service opened its doors in 1930, we had a fixed policy, but detailed methods had to be worked out. As a first step a trained social worker was added to the staff of Riverside Church to help us refer to proper social agencies the people, strangers to us, who asked for our assistance, and to aid our church Employment Committee in its endeavors to find jobs to be filled by the employment service. This worker was in effect the liaison officer between the church and the other two sides of the triangular cooperation.

In the offices of the employment service are two social workers, primarily trained and experienced in placement work, but whose task is much more than placement. Theirs, they hold, is in part an interpretive job endeavoring to fit the man to the job as well as the job to the man. They estimate employability and attempt to interpret the industrial situation to the applicant.

Applicants come to the employment service not only from the social work department of Riverside Church, but from the nine district offices of the COS. Thus an applicant has been known to a social worker before he even comes to the employment service, and a record of his situation, work history and present circumstances precedes him there. In addition, the placement worker and social worker frequently confer on cases and pool their evaluations, while case workers in the district offices are invited to the employment service from time to time to discuss individual cases, to explore possible avenues of employment for those with whom they are working, and, in the case of younger applicants, suitable vocational training.

THE service maintains close contacts with employers and periodically checks with them on how its placements work out. This is done not only for continuing awareness of the employers' point of view and the conditions of work but as a means of strengthening the confidence of employers in the ability of the service to supply reliable workers.

It is not for me to say what benefit this joint project has been to the COS though it seems obvious that it has broadened the society's usefulness to its clients. As for Riverside Church, the employment service has done much more than open a useful avenue for the expenditure of funds. It has widened the sense of responsibility of our congregation to aid in every possible way in meeting the need for employment and has given its members a tangible avenue through which to express that sense of responsibility. No Sunday goes by without our congregations being reminded that there is continuing need of jobs and that each member can be of service in opening job opportunities. We are proud that more than half of the placements made by the employment service have been in jobs opened up through the church and its congregation.

The whole project constitutes, I believe, a valuable demonstration of effective cooperation between church and social agency. The achievement of taking hundreds of men and women out of the ranks of the unemployed and restoring them to independence could not have been accomplished as effectively by either church or COS working alone. Working together, the two, with the aid of the State Employment Service, have performed a valuable service which has extended beyond those who secured jobs.

In Your Image

Six Sonnets

By

Patricia Sheehan

Dear God, I am so helpless, help Thou them,
This sorry crowd of mine, the halt and blind;
I stumble, too, and grope, nor can condemn
Their blunderings which serve but to remind
How great their need, how little I can give;
Mary the foolish, Mike the weak, and Joe
Who, old in years, has yet to learn to live—
If I who love them fail, where can they go?
Dear God, they are Your people, help Thou them!
Made in Your image, to Your likeness true;
For me, this is my only stratagem,
To gather them and bring them all to You;
Help me discern beneath the ugly clay
That which You destined for a better Day.

I

He treads a daily Calvary, this man
Of woe; there is no one to know his grief;
Alone he meets injustice such as can
Corrode the soul, and still beyond belief
Is just to her who topples all his life
To dust and mocks him where he sits amid
The ashes of frustration, worn with strife,
Black bitterness upon his mouth and hid
Within his breast the pointed sting of shame;
Although he is untaught, wisdom he knows
But not from books and pride, though not of name;
Dignity is potent in these shabby clothes
And patience valiant when spite wears it thin;
I speak of him you call, "that sullen Finn!"

II

Look! Here is charity without its sting,
Here in the humble home and simple life
Of one who knows the want of everything,
And yet whose heart and work-scarred hands are rife
With treasures for some soul more luckless still;
Warm dresses for a neighbor's shabby twins;
A washing done for Ben whose wife is ill;
A baby rescued from the monstrous sins
Of care uncertain and of loveless living;
A loaf of bread for blind, old Mrs. Hass;
Here, no self-conscious, here, no careful giving,
No tinkling cymbal and no sounding brass;
Here, but a Swedish servant girl now grown
To able womanhood, obscure, unknown.

III

His wife has personality; there are
Many who come to this outlying place
To see the nervous, eager woman, far
Rumored as an artist of much grace;
Intrigued by novelty they do not see
A long lean man with rumpled hair slouching
In the cluttered background, on his knee
Or in his arms a babe, shrill noises vouching
For others in the kitchen out of reach.
This lanky, rueful Irishman, a tomb
Of silences and slow, infrequent speech,
Dry of wit, laugh wrinkles lighting the gloom
Of his solemn face, is breadth to her height,
Branch to her flowering, ground to her flight.

IV

A humble and ungainly figure as
She stoops above the hoe, this woman of
Italian race, lowly of birth, will pass
Her days from yard to kitchen or, above
This rocky slope, in church until her death;
Obscure as grass roots underneath her spade
And as vital, ten times she has lent breath
To new life; in three countries she has made
A home, yet circumscribed at all times by
The dictates of her husband, a bluff man.
Whence is this gnarled body dignified? Why
Is the seamed, brown face distinguished with an
Ancient wisdom, strength, and beauty? Behold,
This is the "valiant woman" sung of old!

V

Determined as a common flower that grows
Upon a dung-heap, she has her roots
In foulness; yet the wind is sweet that blows
To her, fresh with a dream of life that suits
Her hopes which look beyond the confines bleak
That edge her mother's feeble, flickering mind,
Her father's furtive, slinking paths that sneak
Outside convention's pale; she is not kind,
Not tender; rather she is ruthless with
A fierceness born of desperation; known
To her is decency but as a myth;
Thus fettered by a toiling mind and grown,
On the slow rack of crippled flesh, awry,
The dreams will droop, her spirit never die!

The Common Welfare

Dissension in the Unions

AS this issues comes from the press, the announcement will be made (September 5) which will show whether peace is still possible between the American Federation of Labor and the affiliated unions which, under the leadership of John L. Lewis of the United Mine Workers, have formed the Committee on Industrial Organization [see *The Survey,* August 1936, page 239].

When the executive council of the federation met on August 3 the members of the CIO, summoned to appear before it to answer charges of "dual unionism" and "fomenting insurrection," refused to appear. The council listened to the charges and the evidence behind closed doors, and announced that, unless the CIO were dissolved by September 5, the unions would be suspended.

The constitution of the federation provides that the charter of an affiliate can be revoked only by a two thirds vote of the annual convention. The CIO now includes more than 40 percent of the total AF of L membership. The Lewis group could therefore vote down a proposal to expel them from the federation. But the constitution also provides that only delegates from "unions in good standing" can be seated in the convention. If, as now seems likely, the CIO leaders refuse to recant on September 5, the Tampa convention of the federation, the week after election, will almost certainly begin with a fight over the eligibility of the representatives of the suspended nationals, the CIO claiming that the action of the executive council was irregular, the other side holding that, since their organizations are no longer in good standing, the delegates cannot be seated.

Reaction to the executive council decision has been by no means unanimous. Two national unions not connected with the CIO, the Iowa State Federation and a great many central bodies and locals have passed resolutions condemning the council's action. Other groups have passed resolutions of commendation and support. The New York State Federation of Labor, in its convention the end of August, had a long and bitter debate on the subject. A compromise resolution was finally adopted, declaring for a "hands off" policy, but at the same time upholding "the constitutional authority of the American Federation of Labor."

Speaking before the New York convention and on other occasions, Mr. Green has argued that the question at issue is not industrial versus craft unionism, but majority rule, pointing out that the Lewis group was voted down two to one in the Atlantic City convention last fall. Lewis and his followers hold that the traditional craft union structure, devised many years ago, fails to meet the needs of labor in the great mass production industries, where there are relatively few skilled workers eligible for craft union membership, and where the great body of semi-skilled and unskilled workers have never been brought within the labor movement. This faction points to the continued failure of the federation to reach these groups, and insists that only through strong industrial unions can the workers gain weight and authority in bargaining with their powerful corporate employers. As the CIO sees it, "This issue boils down to whether the AF of L will adapt itself to modern industrial conditions by creating modern unions."

Out of the Air

NEW areas in the vast field of preventive medicine are glimpsed in the announcement from the Harvard School of Public Health that the five-year studies of influenza by Dr. W. F. Wells and Dr. H. W. Brown have borne fruit. Under laboratory experimentation, the doctors report, they have recovered the influenza virus from the air and killed it by contact with ultra-violet rays. When a person with influenza sneezes, they explain, droplets are expelled which evaporate instantaneously but which leave a residue "in suspension." This residue, which drifts alive on air currents for some thirty minutes, lost its power of infection under ultra-violet irradiations.

Like all good scientists Dr. Wells, speaking for himself and his colleagues, makes no prophecy on the practical application of the findings. No scientist, he emphasizes, can go beyond his experiments, but he adds:

> In view of the proved possibility of infected matter being carried by air, reasonable efforts to free air supplies from living micro-organism are justified in the light of general sanitary principles. The effectiveness of ultra-violet light for such purposes would also seem to be demonstrated by our experiments . . . the great reduction of intestinal disease through water purification since the turn of the century might prompt us to hope that some of the diseases which are transmitted through the respiratory tract may be checked by methods for purifying air supplies.

The Fight on Cancer

IN marshalling forces for its fall thrust in cancer education, the American Society for the Control of Cancer is lining up a Women's Field Army. Turning to the General Federation of Women's Clubs for help in filling its need of an organization of intelligent laity, the society finds an ideal nucleus for a nation-wide educational drive on cancer. Two million "educated and public-spirited" women, members of the federation, will supply the membership for the Women's Army which will organize in military style, starting with state commanders, vice-commanders and captains, and seek annual "enlistments," with the cooperation of organized groups of women outside of the federation as well as within it. The effort is now in the stage of preliminary organization.

Contumacy

INVESTIGATION into industrial espionage, the activities of strike breaking agencies and other anti-labor activities was resumed last month by the subcommittee of the Senate committee on education and labor, Senator La Follette, chairman. The committee was at once forced to invoke a law passed at the last session of Congress, making "contumacy" or failure of a witness to appear in response to a subpoena an offense punishable by a jail sentence of one month to one year, or a fine of one thousand dollars, or both. The committee moved for the indictment

of six officials of the Railway Audit and Inspection Company, one of the largest and most successful of the agencies which supply employers with spies on their workers, and with strike breakers. [See *Survey Graphic,* April 1936, page 220.] These officials, summoned to give testimony and produce records before the committee, refused to appear. An investigator for the committee told how he was denied access to files of the Railway Audit in Atlanta. By watching the trash baskets when they were carried out by the office cleaners, the investigator found that the records were being destroyed. He stated that he had been able to patch together some letters relating to "hook men" placed in industrial plants to report on the activities of the employes. Committee investigators in Pittsburgh, Philadelphia, Brooklyn and St. Louis also told of fishing in waste baskets and finding destroyed or partly destroyed records of the RA and I agency. The hearings will be continued.

Won't — or Can't?

WISE-CRACKING about spinach to the contrary, Americans apparently buy when they can the kinds of food that nutritionists would want them to buy. Preliminary results from a new series of studies have been released by the federal Bureau of Home Economics, showing that as buying power rises, it is for milk, heat, butter, eggs and fresh fruits and vegetables that the extra dimes and dollars are spent. Put it in terms of eggs, for example: consumption rises from an average of ten pounds per person per year in families where the average annual expenditure for food is $30-$60 per person to 48 pounds when food money is as much as $210-$240 per person per year. The Bureau finds it reasonable to suppose that if families now spending less than $120 per capita per year for food could spend as much as $120-$150, city families would eat nearly half as much again as they do now of eggs, citrus and other fruits and tomatoes, and leafy, green and yellow vegetables. Consumption of milk and butter would be stepped up, it is estimated by a third or more; of lean meat, poultry and fish, by nearly a quarter. Figures such as these, brought together from investigations of food consumption made over a period of years, may help to show why the persistent advice of nutritionists does not always bring the results for which it is hoped. They also show the vast potential market for food products.

"They Don't Want to Work"

THE usually quiet lobby in the north wing of the Municipal Building was converted into a madhouse yesterday morning by more than 3000 men and women, who pushed, shoved and pummeled each other in an effort to be the first to obtain application blanks for positions as attendants, messengers and watchmen on city property. Forty patrolmen and officers and an emergency squad, called when the mob got out of hand, required more than an hour to quiet the jobseekers, but no serious injuries were reported. . . . The trouble started when the Civil Service Commission underestimated the effect of the announcement that there were sixty jobs open at from $1200 to $1800 in the city service. Applications will be received for the next two weeks and a concerted rush on the first day the blanks were distributed did not seem likely.

Before the doors of the Municipal Building opened at 9 a.m., however, there were more than 2000 persons waiting in the streets about the building. . . . *New York Herald-Tribune,* August 5, 1936.

"Rights" of a Juvenile

JERRY MAY, aged 15, on last December 30 was an eighth-grader in a Union City, N. J. school, who could boast a first-rate class record and an active place in his scout troop. Today Jerry is spending his eighth month in the Hudson County, N. J. jail, held there on a murder charge while New Jersey courts challenge as unconstitutional the laws by which the 1935 state legislature sought to put all juvenile offenders of the state finally and completely under juvenile court jurisdiction.

New Jersey has had juvenile court laws before, and her judges have challenged them before. Hence the action of the recent legislature, which sought to express, as the will of the people whom it represents, the public policy of the state (1) that children under sixteen are deemed incapable of committing crime and (2) if they do anything which is a crime at common law or under statute law it shall be called juvenile delinquency and the offender treated and held solely by juvenile courts, thus placing child offenders in a class apart from adult criminals.

But two New Jersey courts, referring to opinions handed down in the past, again insist that the state's juvenile court laws are unconstitutional and are busy championing the "right" of Jerry and others like him to trial by jury, i.e., to grand jury indictment and trial by jury under criminal process. Apparently these decisions take no cognizance of modern juvenile court philosophies and procedure, nor of the functioning of similar juvenile court laws in more than twenty states, where the law reaches a protecting arm around the juvenile—not to let him go scot free but rather to give him appropriate, often remedial treatment.

Unless a higher court in the state upholds the intent of the 1935 legislature, Jerry and the hapless tribe of boys likely to follow him will enjoy to the full their "privilege" of indictment and jury trial in criminal courts.

And So Forth

THE Federal Theater division of WPA will produce a dramatization of It Can't Happen Here, by Sinclair Lewis, if the arrangements are finally approved by government officials. The book, which pictures a fascist regime in this country, will be made into a play by Mr. Lewis with J. C. Moffitt, on leave of absence from Paramount, as his collaborator. A national production is planned, with simultaneous presentation in fifteen cities, with actors from six language or race groups. . . . When the mayor and town council of a small French town near Calais, after debating only an hour, failed to reach a decision on unemployment relief measures, a delegation of fifty determined, jobless citizens locked them up in the town hall. There they stayed until they made up their minds to ask state relief for the town. It took the mayor and his twenty councilmen twelve hours to compromise. . . . Last month when Mrs. Edith How-Martin, British advocate of birth control, crossed the Canadian line into the United States her lecture exhibits were seized by U. S. customs officials. Given free entry in India, China, Japan and Canada, most of the confiscated contraceptives were American products purchased here because of their widespread availability.

The Social Front

WPA, RA, Drought

PRESENT estimates indicate that 500,000 heads of families will be in need of aid this winter, as a result of the summer's drought. This means a relief load of some 2 million individuals. The emergency area now embraces 756 counties in nineteen states, with the situation most acute in North and South Dakota, Minnesota, Montana, Missouri, Nebraska, Oklahoma, Wyoming and Iowa. The most recent figures given out by WPA show 80,501 destitute farmers now employed on emergency projects. This number was expected to reach 100,000 by September 1. Most of these projects provide road jobs or work under the water conservancy program which includes small dams, pasture ponds, reservoirs and other devices to help restore water supplies and raise the sub-surface level. [See *Survey Graphic* June 1936, page 302.]

The Resettlement Administration, the only federal agency now authorized to give direct relief, announced in mid-August that it was then caring for 32,000 cases in the drought area, and was prepared to take on an additional 125,000, including loan and grant applicants. The hoped-for rains in late summer did not materialize in sufficient volume to grow late food and forage crops. This is the chief factor indicating a steadily increasing relief load, which, it is estimated, will reach its peak in the Dakotas, where 75 percent of the population is likely to be on relief by late fall.

In the drought states, where the winters are severe, WPA projects to employ destitute farmers will not be feasible after snow flies. Cash grants can be made only through RA.

In considering the capacity of RA to carry the winter's relief load in the drought area, officials point out that the use of available funds for emergency purposes would necessarily be at the expense of the regular RA program of rehabilitation and land utilization.

Long Term Remedies—The President's Great Plains Drought Committee, Morris L. Cooke, chairman, has made a preliminary report, following a motor trip through the drought region. The committee held meetings with farmers, agricultural experts, and other specially informed residents, and made a first hand study of soil and water conditions. The report emphasizes the need for joint cooperative action between federal and state governments looking toward water conservation, change in crop practices over large areas, and the resettlement of families whose present lands cannot support life. The committee recommended that the government continue to buy eroded land so far gone that it does not justify restorative work, and lease land where erosion has not proceeded so far, on condition that owners devote it to grass or reforestation. A federal-state board is suggested to study these and related problems. The committee issues blunt warning that "we endanger our democracy if we allow the great plains or any other section of the country to become an economic desert."

"Drop" in Relief—The state of the nation's relief and work programs, as reported by the WPA's July analysis, shows a drop from more than five million persons and families "receiving general relief" early in 1935 to an estimated 1,930,000 in March 1936. By that date, however, WPA was giving federal relief in job form to the amount of 3,751,000. So that, in terms of combined relief categories, the "drop" in the nation's real relief load turns out to be from an estimated 5,436,000 on relief in March 1935 (before WPA) to 5,681,000 receiving relief in March 1936, if WPA and general relief rolls of states and municipalities are considered together.

The decrease from more than 15 percent of the population on direct relief in the first three months of 1935 to 5 percent in March 1936 is attributed "in part to the Works Program and private employment and also to the increase in the number of persons receiving benefits under the Social Security Act." A slight decline in the percentage of the population receiving general relief, from January to June 1936, is attributed to WPA, private employment, the Social Security Act and also to the decline in funds available for general relief. "Average monthly relief benefits per family receiving relief in the United States declined considerably in most states between the first quarter of 1935 and the first quarter of 1936. . . . Reduction in average benefits followed almost immediately the changes in organizational setup, policies and methods of financing state relief administrations in the latter part of 1935. Obviously the cessation of relief contributions from the federal government was the primary reason for the decline in the average monthly relief benefits per family. . . . The decline in funds has also brought about a lowering of relief standards in certain states."

Scrap Book—In order that its workers may "be more adequately informed" on local WPA activities and the state of public opinion regarding them, the Louisiana WPA has authorized all district directors to subscribe for six months to "one newspaper published in each parish of your district, either a daily, semi-weekly, weekly, semi-monthly or monthly publication." Articles "which in any manner pertain to the administration" are to be clipped and entered in a scrapbook which the director "should review very carefully and take adequate measures to correct any impressions or criticisms which are not justified. . . . This policy should certainly aid in promoting goodwill and harmony between the administration and sponsors of projects, as well as clarify any misunderstanding of the policies of the administration as they relate to the public."

WPA Vacations—With end of summer near, WPA employes at last reports still waited for a decision on their fate as to vacations. Federal Judge John W. Clancy reserved decision on several applications to show cause why WPA employes should not receive vacations on the same basis as other federal workers, and similarly on the government's motion to dismiss the suits. But for a few additional arguments, *The Survey* for August, page 241, still tells the story as we go to press.

Peak—The accepted peak of WPA employment, March 1936, has been analyzed by WPA researchers, for the occupations of its workers. Almost 700,000, or about 24 percent of the total of 2,952,140 persons then employed on regular WPA projects were assigned to jobs paid at higher than unskilled rates, and requiring some occupational training. Skilled and semi-skilled workers on building and construction projects numbered almost 8 percent of the total; office workers, chiefly clerks, typists and stenographers, 5 percent; professional and technical workers such as teachers, musicians and engineers, more than 4 percent. Of the total WPA project workers, 76 percent, or 2,250,741 were assigned to unskilled work. This group was composed largely of workers usually employed in domestic and personal service, farm laborers, and semi-skilled workers in

manufacturing and similar industries.

An analysis of WPA rolls in May 1936 showed 16 percent of all employes to be women. This was a slightly larger proportion of women than at the March peak, more men than women having left the relief rolls. At the same period (May) the WPA's emergency education program employed 40,585 teachers, 6602 of them in teaching 266,630 people to read and write.

Relief

LAST month's relief close-up focused on three crisis spots—New Jersey, Pennsylvania, Illinois—with "anything" apparently possible in each. August saw the crises met with compromise and temporizing; without explosions or cures.

"It is hard to believe that over 80,000 families are being slowly starved into inertia, but the folks closest to them seem to think that this is the case," says our most dependable Chicago correspondent. "We simply haven't enough money," Leo Lyons, the city relief commissioner is quoted as saying; ". . . we cannot promise any better and maybe will not do so well as we promise. It is a terrible situation. We have many evictions, but what can we do about it?" This on August 19, after the Illinois legislature had made its provision for relief, through February 1937.

"Although relief has been resumed, in supplying the mere need for existence," said the Philadelphia Non-Partisan Committee on Relief, after investigating the effect of two stoppages of relief during recent legislative squabbles over provision of state funds, "families have mortgaged their future existence—scanty supplies of winter clothing will have to be replaced . . . debts will have to be repaid . . . once again [these families] have had their meager support withdrawn and the effect on their mental state cannot be expressed in measurable terms."

Asked if a crisis was at hand in mid-August, Governor Hoffman of New Jersey said: "Yes. I do not mean by this that there are immediate prospects of starvation and hunger . . . but we are going through a period in which we are postponing the evil day of reckoning. . . . We are making for fiscal chaos in our local governments and unless there is some remarkable pick-up in employment throughout the state, we are headed for human suffering."

Illinois—Funds for relief finally were provided by the legislature, bringing total state relief funds to $3 million a month, through February 1937. Chicago's share will be $1,900,000 estimated as still from $600,000 to $800,000 a month short of the city's needs from this source. Administrative costs will be limited strictly to 8 percent, which restriction will cut the July 1 staff of 2200 to about a thousand. It is estimated that caseloads, under such an arrangement, will be around 250 to a worker. The new staff must qualify under civil service, which includes Chicago residence.

A recheck of all cases, scheduled for September, means reapplication of the entire present caseload. After that new cases may be received after two months of "closed rolls."

Private agencies in Chicago are forced to tighten their belts. Joel Hunter, director of the United Charities, announced that the organization recently has been exceeding its budget by $1500 per day, due to pressure of emergency cases, that it can take no more for which state law makes the city responsible, and will have to stop as soon as possible caring for its present load of emergency cases. "We have been trying to stand in front of a forest fire with a squirt gun," he said, pointing out that the normal 3 percent of family relief carried by private agencies can not be expanded to make up the public deficiency.

As for social workers, rank and file and so-called "old-liners" have joined with client marchers and Chicago's city administration—some as silent partners, some deploring pressure methods, it is true—in a common determination to get provision for state relief funds through the legislature.

There is now slim prospect for payment of rents, except in emergency cases. Lack of money for fuel, gas and light, clothing, medical care, all have been comparatively inconspicuous under summer conditions. Chicago's crisis seems certain to intensify as fall and winter come on. "The unemployed have simply taken the count and haven't spirit enough to do anything about it," is the testimony of workers who have done yeoman service this summer in private agencies.

New Jersey—With relief still "on the localities," with a very slim state fund doled out on an emergency basis to especially needy towns, the press continues to feature deaths reported from time to time and attributed by some to starvation—cause disputed by some. As we go to press, the relief issue of the moment is a special session of the legislature to provide for financing relief. The New Jersey League of Municipalities has petitioned the governor to call the session. "The problem of the municipalities has become too serious to be longer ignored. The legislators must recognize that both the relief and tax problems are no longer temporary," they say, while declaring almost unanimously that their towns are unable to carry the relief burden resting on them.

The governor says, for his part, that he realizes that such a session is advisable; that he will call it only when he has evidence that a sufficient number of legislators will support a plan that will actually finance emergency needs instead of continuing what the press has been calling a factional fight between the legislature and the governor.

A new angle is given the efforts of the Workers' Alliance by the prosecution of a local poor relief official for alleged violation of a state law, passed in 1936, which makes it a misdemeanor for a relief director or overseer of the poor to fail to provide shelter for needy persons. The Workers' Alliance has issued an ultimatum threatening more of the same; the official against whom charges have been made says simply that "it is just an example of what happens when the legislature fails to provide relief funds . . . and allows the localities to hold the 'bag.' . . . If we had given rent also we could not have been able to feed the needy as long as we have."

Pennsylvania—The $45 million compromise appropriation for relief finally was agreed upon and the threatened move to turn relief administration back to local poor boards was quashed, in a prolonged session of the legislature. It is expected that the latter proposal will return to haunt the next regular session. Relief was resumed the first of August, after its second stoppage of nearly two weeks. [See *The Survey,* August 1936, page 240.] During these periods, according to the Philadelphia Non-Partisan Committee survey, quoted earlier, families cut off "eked out subsistence through peddling, begging, scavenging, pawning . . . or depended upon already overburdened private agencies, relatives, friends, . . . and upon food orders distributed by the police stations."

A recent bulletin from SERB announces that a plan for placing direct relief on a cash basis throughout the state will begin sometime late in September. Most Pennsylvania counties now issue multiple commodity orders. The new system will issue a single cash grant for all needs.

Turnover—The enormous turnover in home relief rolls in New York City tends, says Charlotte E. Carr, director of the ERB, to make certain of its problems perennial—for example, clothing. Some hundred thousand "old" families leave the relief rolls every year, their place taken by a hundred thousand "new" families practically all of them so miserably clothed that their condition constitutes an emergency. In fact the clothing needs of the newcomers are such that the ERB has scarcely

ever been able to get its head above the waters of "emergency."

In late July however the ERB began a distribution of clothing and household articles produced in WPA sewing rooms which, while in no sense a complete outfitting of the relief clients, represented a somewhat improved degree of adequacy. The garments and household articles such as sheets and towels were produced by some four thousand women from materials, upwards of a million yards a month, supplied by WPA. By the time the project has lived its allotted span it will have produced something like 210,000 garments for women and girls, 110,000 for men and boys and 32,000 for small children as well as close to a million sheets, towels and pillow cases.

The turnover of cases in the ERB is also responsible for the continued activity of its insurance department which in a recent month served clients, in relation to policies, by which $116,521 in cash refunds and $156,061 in mortality and other claims were realized. As a result of these funds 393 families were able to go off relief while still retaining a reasonable amount of insurance protection.

Back of Relief—Add as a "must" to the lengthening bookshelf of the literature of emergency relief the volume of 326 pages in which William Haber and Paul L. Stanchfield record the history of recent events in Michigan where practically every phase of "the business of relief" has had full-sized exemplification. (Unemployment Relief and Economic Security: A Survey of Michigan's Relief and Unemployment Problem. Second report of the State Emergency Welfare Relief Commission, Lansing, Mich.)

Michigan's problems have been and are those of great industrial cities and great agricultural areas, of urban and rural communities and of "stranded" districts. This therefore is much more than a report, though there are abundant sustaining statistics. It is indeed a thoughtful scholarly discussion, drawn from the laboratory of the past few years, of the origin and nature of a wide variety of problems of human insecurity and of methods of dealing with them. The authors' eyes are constantly on the future and on the significance of trends, social and economic, as they develop, and on experience as a guide to future legislation. They plead for orderly and unified state and local administration of social services, although they say: "In the broadest sense no form of relief and no form of social insurance can provide a final answer to the problem of insecurity. Even if the unemployed worker is protected against want, the existence of unemployment and idle production equipment will bear witness to our failure in making effective use of the almost unlimited economic resources of the nation. Insecurity in modern industrialism can be attacked most effectively by attention to some of the broader economic problems of our social system."

Comparisons—Since 1933 the Research Bureau of the Council of Social Agencies of Providence, R. I. has made an annual check-up of conditions in families on relief rolls of public and private agencies. The findings of the last check, as of January 1936, are now available. (Price 15 cents from the Bureau, 100 North Main Street.) Given all the statistical weights and balances, the Bureau finds that:

The need for cash by families on relief is still urgent.

Relief received in January 1936 was less than in January 1935.

A much larger proportion of one and two-person families are on relief this year than ever before.

Heads of families are more often than not native-born Americans who have lived in Providence most of their lives.

Fewer families are being evicted than previously.

Household equipment, including clothes and blankets, is inadequate in a larger proportion of families than in former years.

Children are not getting the amount of milk recommended as a minimum by nutritionists.

Families have not been steadily on relief since the depression; half the families on relief in January 1936 had received relief less than eighteen months during the past six-year period.

Security

THE first unemployment insurance benefit ever drawn against a public fund in the United States was paid last month in Wisconsin. The first draft on the fund built up by Wisconsin employers under the country's pioneer unemployment insurance law was by Neills B. Ruud of Madison, who drew $15 for one workless week. The payment was charged against the account of the Brock Engraving Company, under Wisconsin's "segregated fund" plan. Mr. Ruud is now back on the job with the same firm.

Review—Last month the Social Security Board observed the first anniversary of the signing of the Security Act with a review of accomplishments since August 14, 1935. The board had to function until February 11 with small amounts out of emergency funds, because the deficiency appropriation bill was filibustered to death by Senator Huey P. Long. The board now occupies the whole of the old Labor Department building on G Street. Greater progress has been made under old age assistance than any other title of the bill. The board has approved plans for assisting the needy aged in thirty-eight states, and on August 14 had before it for possible approval similar plans from Florida, Pennsylvania and South Dakota. Officials estimate that the federal government, under the Security Act is already aiding more than one million individuals with grants totalling $48 million, which supplement state funds.

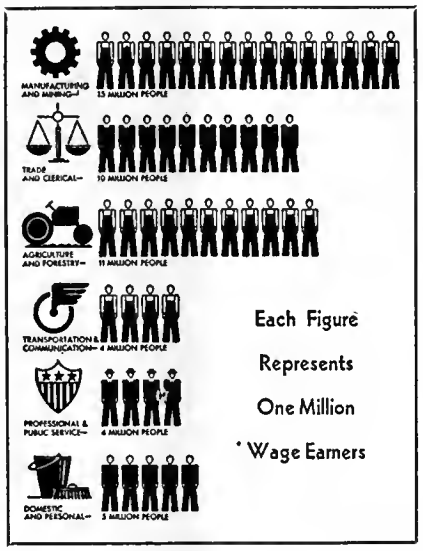
Administration—Indiana is undertaking a state-wide survey to determine whether employers subject to the unemployment compensation law are complying with its provisions. . . . Delegates to an interstate conference on unemployment insurance met in Concord, N. H. last month. The aims of the meeting were to promote cooperation between states having unemployment insurance legislation and to standardize methods of administration. . . . The Maryland Board of State Aid and Charities announces the basis on which county welfare boards will be allowed to employ caseworkers to handle old age assistance, aid to dependent children and aid to the needy blind. The size of the staff is to be based on the population of the county and the size of the assistance load. Salaries must be within limits to be established by the state board.

Rhode Island is giving out forms and explanatory literature to employers who come under the new unemployment insurance law. Preliminary estimates indicate that about 5500 employers of four or more persons will be assessed $1,800,000 during the first year. There are some 200,000 employes on these payrolls. . . . Wisconsin is establishing offices and sub-offices to serve its unemployment compensation districts, and the outlying communities of these districts. Primarily the function of the offices is to advise employers and employes on the payment of benefits and "all matters relating to the field of unemployment compensation." . . . The U. S. Employment Service in Washington has organized a liaison between its office and the Social Security Board. In an article in the current *Employment Service News*, W. Frank Persons, director of USES, points out that this cooperation "must be duplicated in the states in a liaison between the state organization of unemployment compensation and the state employment service. This tie-up is absolutely essential and indispensable for

the proper functioning of unemployment compensation. . . . The Children's Bureau has transferred to the division of public assistance statistics of the Social Security Board, the collection and tabulation of the relief statistics of 120 urban areas, data formerly published in monthly bulletins of the bureau as "changes during (month) in different types of public and private relief in urban areas." The collection of relief statistics in the forty-five registration areas will continue to be a function of the Children's Bureau, but the data will be included in material published by the board. The board will continue to collect and publish data on old age assistance, aid to dependent children and aid to the blind, as required under the act.

For the Unemployed—Forty-five percent of the eligible workers in the country are now governed by unemployment insurance, the Social Security Board reports. A number of state legislatures, including Colorado, Connecticut, Delaware, Maryland, Michigan, Ohio and Pennsylvania are expected to consider unemployment insurance at their next sessions. . . . Governor Blood of Utah last month issued a proclamation calling the legislature in a special session "to amend Utah's unemployment insurance statute so that it will conform with the federal law." The Utah law is considered unworkable unless harmonized with the federal plan. As enacted, it levies a 3 percent tax on payrolls, whereas the 1936 federal tax is one percent.

For Mothers and Children—Thirty-six states, the District of Columbia and Alaska are now giving services to crippled children under the Social Security Act. The latest state plans approved by the Children's Bureau, which administers this title of the act are those of Nebraska, Ohio, Utah, Pennsylvania, Mississippi and Massachusetts. . . . In North Carolina, fifty girls and boys are reported convalescing from operations to correct crippling deformities, and more than a hundred have been assigned to hospitals for treatment. The North Carolina program is under the jurisdiction of the state board of health. . . . Delaware last month became the twenty-first state to secure federal cooperation in its program for needy dependent children, when the state plan was approved by the Social Security Board. The Delaware program will be administered by the Mothers' Pension Commission, which consists of nine women appointed by the governor, three for each county. About 231,500 children are now receiving aid under the cooperative federal-state social security program. . . . Health Officer Rhuland of the District of Columbia hopes that maternal mortality figures can be cut down under the maternal aid feature of the Social Security Act. The death rate of mothers in the capital last year was 4.18 per thousand live white births, and 9.76 per thousand live Negro births.



Courtesy of *N. Y. Times*

What Americans Do—Social Security Board Chart

For the Aged—The Social Security Board reports that standards established under the Security Act have induced many states to raise their own payments to needy old people. Thus in North Dakota, where the average payment in cash or in kind was 69 cents a month in 1934, it is $15.94 in 1936. In Nebraska average monthly payments have increased from $1.22 in 1934 to $14.86 this year, and in Idaho from $6.74 to $21.21. Connecticut, which had no old age assistance in 1934, now gives benefits averaging $21.80 a month. . . . A survey by Alabama's state department of welfare shows that thirty-three of the sixty-seven counties have abandoned almshouses since the security program was enacted by the legislature in 1935. Fifteen more counties are arranging to transfer their needy aged from almshouses to the security program. The survey also shows that 62 percent of all almshouse inmates were eligible for old age assistance and 28 percent for benefits provided for the handicapped. . . . Similarly from Portland, Me. comes the report that the Hallowell poor farm on Granite Hall is without inmates, due to old age assistance, and the city council is selling the farm.

Constitutionality—The insurance law section of the American Bar Association concludes that all titles of the Social Security Act are unconstitutional, in a report to be laid before the association at a meeting after this issue goes to press. The committee holds that the federal program goes beyond the delegated powers of Congress and invades fields reserved to the states. Aside from legal questions, it is "clearly of the opinion that no law should be enacted in any state which would place a premium on loafing and grant rights to a loafer." The report holds that grants to the states are invalid under the AAA decision; and that old age benefits and unemployment insurance violate the due process clause and, further, are discriminatory legislation. One member of the committee, Herman L. Ekern of Chicago, filed a dissenting opinion, charging that the majority was trying to find a sinister motive, and holding that "by any fair test" the act is constitutional in every substantial part. . . . The California state controller, Ray L. Riley, has refused to draw a warrant authorizing the transfer from the state treasury of any funds in the California Unemployment Reserve Fund. Unless these funds are transferred, California employers will receive no credit on the federal payroll tax, due January 1937. If they are transferred, California employers will receive this credit but will be unable to claim a refund of the taxes paid to the state if the federal law is subsequently found invalid. The San Francisco Chamber of Commerce is supporting the controller in this action.

Against Crime

NEWS of the month "against crime" is the launching of the National Crime Prevention Institute, president Sheldon Glueck, professor of criminology at Harvard Law School and much quoted for his social research.

The Institute's announced intention is "to develop and carry on crime prevention programs in areas of this field not now occupied by other agencies until such time as other agencies are ready to carry on such functions; to act as a clearing house of crime prevention information; to provide machinery for conference and voluntary cooperation looking toward the coordination of crime prevention activities in city, state and nation."

Executive direction of the Institute is in the hands of Rowland C. Sheldon, director also of the Big Sister and Big Brother Federation, Inc. Frederic M. Thrasher, assistant professor of education, New York University, is secretary. The board of directors and committees list a roster of some hundred persons, mostly well known in social work or educational circles. An elaborate committee setup, by functional divisions, tents over wide geographic, professional and philosophic territory. Press comment has been generous, reflecting a ready public acceptance of the aims of the newly created Institute.

Looking toward the schools as important channels for crime prevention efforts, the Institute at last report had enlisted thirty-three state school superintendents. Director Sheldon explained that, while future plans are now exceedingly nebulous, it is hoped that the Institute may be able to push mandatory child guidance centers in schools. Extensive studies are now being made by the Big Brother and Big Sister Federation, Inc., which aim to develop means for early recognition of delinquent tendencies. The Institute hopes also to interest normal schools and seminaries in including courses which will give teachers a better understanding of causes and prevention of crime.

The committee to formulate Institute objectives, Professor Thrasher chairman, in a precise "tentative statement" sees as the chief possible contribution: "the coordination of existing activities and the filling of gaps. There is a definite need for a cosmopolitan organization that can secure a perspective on these varied activities and use its efforts to bring them into closer functioning. It can sense important projects and secure their adoption by the pertinent national agencies. It can conduct exploratory or demonstration studies in conjunction with the appropriate specific agencies; it can build community programs through drawing together the various part-interests; it can discover needs for which no agencies exist; develop these new fields and organize agencies to care for them; it can arrange periodic reviews of the activities of specific national agencies either directly or through supervising joint enterprises and thereby bring the separate agencies into unison."

Community Chests

COMMUNITY chest giving this year has taken its first upward swing since the toboggan slide it took after the peak year of 1932. Figures gathered by Community Chests and Councils, Inc., and brought together in a bulletin, Trends in Community Chest Giving, show that two thirds of the chests reporting campaigns both years raised more for 1936 than for 1935, and that as a whole they netted a 4 percent increase. All told, 419 chests raised $76,127,011 for private social work in 1936 as represented in the community chest movement. A total of 417 chests raised $69,102,248 for 1935. "Results of the spring campaigns point toward a further upward trend during the fall. Spring results increased 7.7 percent over 1935, and for a number of years spring campaigns have shown which way the wind was blowing."

Another bulletin, 1936 Chest Budgeting, shows that community chests continue to appropriate substantial sums for the care of dependent families and children, "in spite of provisions for social security and the large expenditures from public funds for relief." Reports from 112 chests, regarded as representative, show that for 1936 they appropriated from their available funds 44.1 percent for the care of the aged, for dependent children, and for other types of dependency including service and relief to families. This represented an increase of 13.2 percent in appropriations for the aged and of 4.3 percent for dependent children. Appropriations for dependent families were 0.7 percent less than for 1935.

The chests budgeted 23 percent of their funds for leisure time services, a 5.8 percent increase; and 20.3 percent for hospitals and other health services, an increase of 4.4 percent of the former and 8.1 percent for the latter.

Failures to pay up on the part of those whose good intentions at campaign time did not materialize later, plus inevitable losses from deaths, were costly. Chests found it necessary to estimate, for collection shrinkage, 5.6 percent of the total amount raised. Of the total available for distribution, 89.7 percent was appropriated to the member agencies and 8.8 percent to the chest and council, including expenses of the campaign and of the social service exchange. The small remainder went for various projects.

A significant fact brought out in the Trends bulletin is that the average size of gifts is still decreasing, while the number of givers is increasing. The average gift declined from $10.91 for 1935 to $10.12 for 1936, while the number of contributors per 100 population increased from 15.8 to 17.5. Contributions averaging under five dollars increased 12.7 percent this year over last; gifts of over $100 only one percent.

One third of the chests report that 1936 budgets provide some increases in social work salaries, particularly in the lower brackets. However, "Salaries are still below those paid in the predepression days, although in three cities they were reported to be somewhat higher than they were in 1928 and 1929."

In contrast to the $76,127,011 raised by 419 chests for 1936, a table shows that fifteen years ago forty-nine chests raised $23,656,000. Since then there has been a steady growth in the number of chests, but with marked variations in the amounts raised. The banner year was 1932 when $101,191,949 was subscribed. The relief appeal that year drew contributions considerably above the normal level of giving.

CC and C, Inc. notes, among evidences of general improvement in chest contributions, that "small chest campaigns were outstandingly successful this year. When chests ceased to meet any substantial portion of the emergency relief load and the totals raised declined accordingly, the rate of decrease was far more rapid in the small chests than in the large ones. It is particularly significant, therefore, that this year the small chests are in the lead in the 'comeback.'"

The Public's Health

FIRST drafts have been completed of a series of international health indices for the use of the Health Organization of the League of Nations. Designed for local, national and international use the indices are arranged to gather data in three fields: actual health and vitality of the population; environmental conditions which influence health; and activities of official and voluntary health agencies. The Milbank Memorial Fund has given technical and financial aid in preparing the indices, while most of the work was done at the Yale School of Medicine.

Security in Health —During the first three months under the Social Security Act, closer coordination of federal, state and local health departments increased local health units from 540 to 715; state units for study of industrial hygiene from five to sixteen; and established state supervision of local health administration in nineteen states and widened its scope in others. Thirty-three states strengthened engineering departments of health services; twenty-seven improved laboratory facilities; twenty-four expanded preventable and communicable disease control; nineteen elaborated vital statistics; thirteen aided the fights on tuberculosis; twelve improved nursing service, and eleven extended study into venereal diseases.

Health Training—To help meet the demand for training of public health personnel, training centers subsidized from Social Security funds are being organized on a number of campuses. Both full year and short term courses have been arranged for medical officers, nurses and sanitary engineers. Detailed information may be secured from the appropriate institution: University of California, both short and full year courses for all classes of personnel; University of Minnesota, short courses for medical officers, nurses and sanitary engineers, full year courses for nurses; University of Michigan, full year and short courses for medical officers, engineers, nurses, sanitarians; Vanderbilt University, short courses for doctors and engineers; University of North Carolina, short courses and some full

year courses for all classes of public health personnel, including a special course for dentists; Johns Hopkins School of Public Health, training in the field of venereal disease control; Harvard School of Public Health, a limited number of trainees in maternal and child hygiene; Medical College of Virginia, a course for Negro nurses. A state health officer sending trainees to institutions not subsidized will be entitled to pay the tuition fee from Social Security funds.

Included in the list of new PWA grants for New York City is the item of $141,300 for a health training center to be erected on East 70 Street at a total cost of $314,000. The building, to be constructed by PWA and WPA labor, must be under way not later than October first and must be completed within a year.

Hay Fever—The New York State Department of Health, enlisting the cooperation of the U.S. Weather Bureau, the State Conservation Department and the Abbott Laboratories of Chicago, has initiated its first ragweed pollen survey. It is expected that the findings will confirm earlier investigations by the department, indicating that the central Adirondack region is relatively free from the offending plant. . . . A new folder, Eradicate Ragweed, A Cause of Hay Fever, which helps identify and suggests means of eradication of the plant, may be obtained from the division of public health education of the department, Albany, N. Y.

City Clinic—From Peoria, Ill. come reports of a clinic housed in the City Hall to provide more adequate medical care for indigents and low income families. Physicians have agreed to contribute their services, while the Community Fund and county agencies have made appropriations for other expenses. The Community Fund has stipulated that an executive committee of physicians and lay persons be appointed.

Milbank Report—The published proceedings of the fourteenth annual conference of the Milbank Memorial Fund held in New York in March takes its title, Next Steps in Public Health, from a memorandum prepared for conference discussion by Edgar Sydenstricker who died almost on the eve of the two-day meeting. A portrait of Mr. Sydenstricker and an expression of appreciation of his services by the fund's board of directors precede the record of discussion. Papers included in addition to Mr. Sydenstricker's memorandum and the statistical material he had assembled are by Dr. C.-E. A. Winslow, Dr. George T. Palmer, Robert E. Chaddock, Albert G. Milbank and Thomas I. Parkinson. (Available from the Milbank Memorial Fund, 40 Wall Street, New York.)

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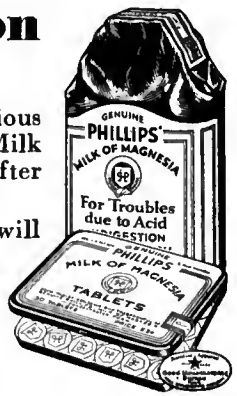


PHILLIPS' *MILK OF MAGNESIA*

Cornerstones—Five cornerstones already have been laid and three more soon will follow for the series of district health center buildings which New York City is getting as the result of a grant—30 percent gift and 70 percent loan—from the PWA. It is expected that all eight will be fully functioning by the close of the year, concluding the initial step in the program of the city's health commissioner, Dr. John L. Rice, to "bring health to the doorstep of all." Eventually it is hoped to have a health center in each of the city's thirty health districts. Each of these districts is a good-sized city in itself with a population of approximately 250,000.

The new Cancer Institute at the Kings County Hospital, Brooklyn, will go into service in late September. It is an independent clinical unit of the division of cancer of the New York Hospital Department and includes in-patient and out-patient service. Beds are to be used as far as possible for cases of doubtful classification and for recognized tumor cases requiring brief hospitalization.

School Health

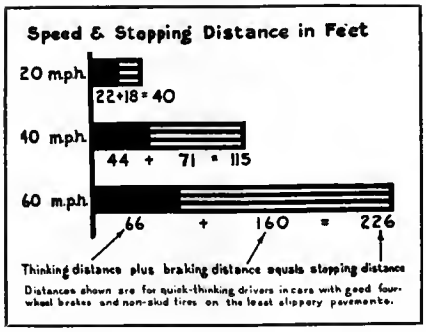
CAREFUL examination of all students entering the teaching profession, as a safeguard against tuberculosis, has been urged by health leaders, recently by Dr. H. D. Lees, director of student health at the University of Pennsylvania. Dr. Lees declared that surveys indicate that one teacher in about forty-six shows signs of tuberculosis, and that tuberculous infection in classes taught by such teachers is far more prevalent than in others. In Indiana, two counties—Shelby and Delaware—require teachers to file annually a report of a physical examination including a tuberculin test and X-ray examination, if indicated.

To Fill or Not To Fill—It sounds like a lot of teeth when the New York City Department of Health says that 60,000 children were cared for in school dental clinics last year. Results look slimmer at the explanation that for lack

of facilities another 340,000 who needed care went without it. It has been found that nine children out of ten who enter New York schools each year are in need of dentistry, and that the majority of these are retarded in school because of that condition. Most of the service during the past year was provided through WPA projects, and limited to children of families on relief. The department finds there are 260,000 "relief" children alone, not counting others unable to pay private dentists. . . . In New Haven, Conn. on the other hand, taxpaying parents felt that their children also were entitled to school dentistry so that when hard times cut down dental service it was restricted to two grades instead of three and given insofar as possible to all who wished and needed it. Charges also were made that dentistry for the indigent alone "pauperized" the children who received it. . . . A survey of school children throughout New York State reported at an annual meeting of the State Dental Society. found that in the state, as in New York City, 90 percent were dentally defective.

Cooperation—Federal funds under the Social Security Act have enabled the Indiana State Board of Health to offer services of a physician to the State Board of Education to coordinate teaching of health in the schools. Indiana believes itself the first to undertake, out of Social Security funds, a plan of health education administered by a state board of health and connected closely with the schools.

New Books—As attractive as they are authoritative, a series of five new textbooks for children from the third grade to junior highschool come under the joint title, Adventures in Living, with individual titles to indicate the particular field in which each falls—growth, hygiene, basic science, the pioneer spirit in science and medicine, and the human body. (Prices of single copies range from 60 to 80 cents. For quantity rates and other particulars address the publishers, Thomas Nelson and Sons, 381 Fourth Avenue, New York). The authors are Dr. Thomas D. Wood, professor emeritus of health education, Teachers College, Columbia University; Anette M. Phelan, Marion O. Lerrigo, Nina B. Lamkin, and Dr. Thurman B. Rice. Four out of five of them (with Dr. Wood as chairman) are members of the Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association. The roots of the new field of health education appear in the backgrounds of the authors of this series whose joint experience includes medicine, public health, teaching and recreation work. One of them, Miss Lerrigo, is believed to be the first person to obtain the consent of a university to work for the Ph.D. in health education, a degree which was given her by Teachers College, Columbia University.



Plain facts about risks in automobile driving, even under most favorable circumstances, are charted to teach safety habits. (From Adventures in Living, Thomas Nelson and Sons, New York, courtesy, the National Safety Council.)

Health and Safety—A study of the U.S. Public Health Service, just published, shows mortality resulting from automobile accidents to lead all single causes of accidental deaths of children from ages four through fourteen, and to be approximately one fifth of total accident mortalities up to fifteen years of age. Mortality from all accidents for this age group is more than double the total mortality from measles, scarlet fever and diphtheria in the same group, according to statistics compiled for the most recent year for which accurate census figures are available (1930). . . . A comprehensive pamphlet of material for discussion groups, Accident Prevention in the Home and On the Farm, has been issued by the American National Red Cross, Washington, D.C.

Housing

THE "remedial legislation" promised by Secretary Ickes to clear up the question of public or municipal service charges on PWA low cost housing projects [see *The Survey*, March 1936, page 88] was provided by the George-Healey Act, effective June 29. The Act authorizes the PWA administrator to enter into agreements with states or their subdivisions ". . . for the payment by the United States of sums in lieu of taxes . . . based upon the cost of the public or municipal services to be supplied for the benefit of such projects or the persons residing on or occupying such premises, but taking into account the benefits to be derived by such state or subdivision from such projects. Such payments in lieu of taxes and any other expenditures for operation and maintenance (including insurance) . . . shall be made out of receipts derived from the operation of such projects."

The Act further provides that rentals shall be fixed ". . . at an amount at least sufficient to pay (1) all necessary and proper administrative expenses of the project; (2) such sums as will suffice to repay within a period not exceeding sixty years, at least 55 percent of the initial cost. . . . together with interest."

Moving In—Snags in establishing rental regulations for the much discussed Techwood Homes, PWA project in Atlanta, Ga., were ironed out immediately after the George-Healey Act became effective and a large staff was put to work examining the applications of some 2000 would-be tenants of the 604 dwelling units. Moving in was expected to begin in late August.

The "base dwelling rate," that is shelter without heat or utility services, was fixed by PWA at $5.58 per room per month. To that base is added an average of $1.81 per room per month for heat, hot and cold water and electricity for lighting, cooking and refrigeration. Stoves and refrigerators are provided.

In the selection of tenants the "fundamental requirement" is that ". . . tenants must come from a bad housing environment. PWA will not consider families who, at the present time are able to maintain themselves under tolerable living conditions." Tenants must have lived in Atlanta at least a year and have incomes ranging from $700 to $1800 depending on the size of the family. Preference is given to families with children, the heads of which are U. S. citizens or possessed of their first papers. The maximum allowable occupancy of apartments, not counting children under two, is three persons in a three-room apartment, five in a four-room, seven in a five-room. In houses, seven persons to six rooms. Lodgers or groups of unrelated adults are not eligible.

New Direction—Staff shifts in the PWA Housing Division put A. R. Clas, its director since May 1935, in the position of assistant to Administrator Ickes in charge of all investigations, particularly construction methods and practices, and put Howard A. Gray, recently director of the inspection division, into Mr. Clas' former post. Commenting on the shift, the National Association of Housing Officials says: "Under Mr. Clas' direction the Housing Division has passed through a very trying period marked by legal difficulties, trouble in land assembly, adverse rulings of the comptroller general on underlying legislation, and financial uncertainty from the shifting of funds for relief purposes. Nevertheless during this period a genuine advance has been made.

. . . Mr. Gray takes charge just as the construction work goes into full swing."

Retired Houses—The New York City Tenement House Department reports that in the last thirty months it has "retired from use" some 1079 dilapidated tenement buildings. During that period it issued some 3286 orders to "vacate and abandon," but in some instances the date to vacate has not yet been reached and in others action has been postponed because landlords have started work of rehabilitation. Orders deal generally with three kinds of multiple dwellings that violate the law: those against which violations have been pending for two years or more, for example those with vertical ladder fire escapes which have been illegal since January 31, 1934; those served exclusively by yard toilets; and those already vacant and abandoned.

Boomlet—Home building during the first half of 1936 took on almost the aspect of a baby boom according to the figures of the F. W. Dodge Corporation. Thirty-seven states east of the Rockies reported residential construction in June higher than any month since May 1931 and for the first six months of the year 61 percent higher than in the same period in 1935. Total value for the six months is estimated at close to $335 million.

Sum Total—Final figures of the Home Owners Loan Corporation show that during its loan-making period it advanced to 1,021,817 distressed home owners a total of $3,092,871,000, practically all for refinancing defaulted mortgages. Loans averaged $3027.

Child Welfare

THE Children's Fund of Michigan is performing its largest volume of service in the child health field, according to its seventh annual report, recently released. More than half of its last year's total disbursements of $717,707 were in that area, the activities including health centers, clinics, dental care, public health nursing, traveling oculists, health education and so on. Its child guidance service, which has gained wide community acceptance, includes a center for diagnosis and treatment, a group of selected boarding homes for special cases, and instruction in colleges and for social workers and classroom teachers. The report notes that ". . . the demand for emergency child relief to which we devoted so much money in recent years, has diminished to that point where it is no longer a major burden."

The fund is required by the terms of gift of its founder, James Couzens, to disburse both capital and income in a period of twenty-five years. On April 30, 1936 it had expended about $4,575,000 and had total assets remaining of $10,285,978.

Research—The Friedsam Foundation has made a grant, amount as yet unstated, to a committee headed by Dr. Bernard Sachs of New York, to stimulate nation-wide research in child neurology, "in the care and cure of those afflicted with any of the nervous and mental disorders from birth to adolescence." Details of the program "to be developed probably through stipends, scholarships or otherwise," are promised in the early fall. The committee is to include two neurologists besides Dr. Sachs, two pediatricians, one orthopedic surgeon and two laymen.

In Print—Trim and professional in appearance is the new monthly publication of the U. S. Children's Bureau, succinctly called *The Child*. Its purpose, says Frances Perkins, Secretary of Labor, in a foreword, is "to provide a regular means of communciation between the Children's Bureau and those who in their own states and communities are striving to establish a more adequate basis for child care." The twenty-eight pages of the first issue offer a summary of news in the child welfare field, especially in relation to the various activities of the bureau, with notes on current books and periodicals, including, naturally, *The Survey*.

Workers and Jobs

BASICALLY California's problems in connection with migratory agricultural labor stem from the surplus labor kept in motion "as a result of the unregulated, unrationalized and anarchic character of agriculture," according to a significant study recently completed by the division of special surveys and studies of the state relief administration. The report, a 200-page mimeographed volume, aims to present the data from aspects that lead the way to a better understanding of the factors involved, and point the way toward solutions. The report includes a summary and analysis of migrant labor in California, a study of wages and months of employment of 775 agricultural workers on relief, histories of four migrant families. The following were suggested provisionally as stepping stones toward solving the migratory labor problem in the state: the establishment of competent labor exchanges; adequate organization of employers and employes; change from the present trend which is away from farm ownership and toward tenancy and farm labor; an educational program to give wide understanding to the migratory labor problem; a reasonable return to the grower for his crops; an economic council, affiliated with the regional and national economic councils, as a clearing house of information.

Minimum Wage—The question of whether a state has power to fix minimum wages for women has been reopened in the U. S. Supreme Court by an appeal from the Supreme Court of the State of Washington, upholding the minimum wage law of that state. [See *Survey Graphic*, July 1936, page 412.] A chambermaid in a hotel run by the West Coast Hotel Company of Wenatchee, Wash., sued for $216 claimed as the balance due her for fifty-two weeks' work under the state law fixing $14.50 a week as the minimum for the type of job she held. The trial court held the law invalid and rejected the claim. Its decision was reversed by the state Supreme Court, and the hotel company has appealed from that judgment to the U. S. Supreme Court. . . . An advisory council of twelve is being organized by John J. Toohey Jr., New Jersey labor commissioner, to plan for enforcing the state minimum wage law enacted in 1933 but never set in motion. The council will have four representatives from each of three interested groups: employers, labor and the public. New Jersey has about 186,000 women workers in 9000 plants who would come under the law. In view of the U. S. Supreme Court decision on the New York law, Mr. Toohey states that New Jersey will proceed "cautiously." He has asked the Attorney General to recommend amendments which might be necessary to bring the New Jersey law within constitutional limitations set by the highest court in the Tipaldo decision. . . . The effect of a minimum wage law on women's earnings is shown by a new study by the U. S. Women's Bureau (Bulletin No. 145) covering wages in Ohio laundries and dry cleaning plants before and after that state passed a minimum wage law for women and minors. The study is based on an analysis of wage records in a number of identical plants for four different periods.

Transients

AS a ground-layer for the Secretary of Labor's study of migratory labor, [see *The Survey*, July 1936, page 207] a meeting of federal and national agencies was held recently in Washington to discuss the problems, including transiency, which it is presumed that study will cover. Present and reporting on current activities in their several fields were representatives of the U. S.

Department of Labor, U. S. Public Health Service, Resettlement Administration, WPA, Social Science Research Council, Social Security Board, Council of State Governments, American Public Welfare Association, Committee on Care of Transients and Homeless and the Continuing Committee of the Interstate Conference on Transients and Settlement Laws.

This kind of clearing house reporting indicated such values that the Committee on Care of Transients and Homeless agreed to do more of it by correspondence and to prepare a comprehensive statement of current activities and research of all the agencies concerned. Discussion of the immediate and long-time problem of migratory workers emphasized such points as the need for greater organization among workers in order to secure a fair and living wage; development of employment services to give the greatest possible continuity of employment and at the same time to localize employment; legislative or statutory control of housing conditions of migratory labor.

Back of the Case—Not so much to teach methods of treatment but to engender understanding of the problem with which it deals, is the purpose, says its author, of the booklet, Case Work With Homeless Men and Boys, by Isaac Gurman. (Price 15 cents from the Bureau for Homeless Men, 204a North 18 Street, St. Louis, Mo.) Mr. Gurman discusses, with an eye to developing objective attitudes in the worker, the conditions which may lie behind—and these are the titles of his chapters—the married "single" man, the foreign-speaking client, the beggar, the "troublesome" client, the boy and young man. In a final chapter he discusses work for relief by homeless men and some of the approaches to meeting difficult situations.

Another study published recently by the Bureau, Inter-City Records Speak, by G. Myron Gwinner, executive secretary, analyzes intake of the Inter-City Department of the St. Louis relief administration in the significant month of October 1935, with FERA, WPA and local situations in a state of flux. (Available from the Bureau, as above.)

Work Cure—In the two years since it has been in operation Camp La Guardia, the farm colony for homeless men of the New York City Department of Public Welfare, has returned to normal employment more than half of its total of 3000 "guests." The camp receives local homeless men from the ERB. Employment is provided by a 200-acre farm where men grow their own food and a considerable surplus for other city institutions. Men receive a monthly WPA wage of $30.50 but must pay a maintenance charge of 50 cents a day. The camp has its own hospital and clinic, library, band, sports teams, dramatic society and newspaper, these latter organized and managed by the men themselves.

In Print—A review of legislative measures in the transient field which figured in the proceedings of the last Congress is published in the July issue of *The Transient,* house organ of the National Association for Travelers Aid and Transient Service. (Price 50 cents a year, bimonthly, from the Association, 1270 Sixth Avenue, New York. Single copies 10 cents.)

The Committee on Care of Transient and Homeless, 1270 Sixth Avenue, New York, has compiled a current list, up to July 15, of a wide variety of magazine articles and other publications bearing on the problems of transients. (Free on request as above.)

Studies of The Recreational Background of Our Transient Boys by George E. Outland and H. M. Eads, and The Federal Transient Program for Boys in Southern California and Causes of Boy Transiency, by Mr. Outland, are now available in reprint form. (From Mr. Outland, Yale University, New Haven, Conn.)

Among the States

THE whole checkered career of emergency relief in New Jersey, from its earliest intimations to its final, orderly demobilization has been submitted to the governor, senate and general assembly of that relief-vexed state by its staunch-to-the-end ERA in an impressive blue-jacketed swan song. If a few lessons emerge from the array of facts, auditings and sober history, so much the better. The social worker of some future era, if such there be, will find here recorded the whole emergency relief problem in microcosm (quite a sizable one) and may well pause for a moment of silent admiration of the cast of characters while learning much from the depression epic told therein. Read it. (Emergency Relief in New Jersey. Available from the Department of Institutions and Agencies, Trenton, N. J.)

Work Relief Studied—The characteristics, functioning and value of work relief in the state of New York is the subject of an important report recently issued by the Governor's Commission on Unemployment Relief. (The WPA, in which state funds are not involved, is not discussed.) The advantages and disadvantages inherent in work relief as prosecuted in New York are dispassionately discussed, and the interesting observations made that work relief as a method of combatting unemployment suffers from the law of diminishing returns, and is most effective in the earlier and strictly emergency stages of a depression; and that while unemployment seriously deteriorates the general morale of the individual, the loss of specific skills involved has probably been overestimated.

The three outstanding contributions of the study are: (1) An attempt to estimate the value and efficiency of the several divisions of work relief projects. Among 600 construction projects, 95.5 percent were found to be worthwhile and desirable, with an efficiency of about 75 percent of what might have been expected if the same work had been done by contract. White collar projects, the value of which is more difficult to estimate, were found to be 95 percent excellent to fair in accomplishment and worthwhileness, in a sample of one hundred projects. While the report makes no reference to the "boondoggling" attack, it does offer a dignified defense of this field of work relief.

(2) In this section is presented a careful estimate, from the original records of the comparative costs of home and work relief in seven upstate cities. "Work relief cases in upstate New York received 44 percent more aid than comparable home relief cases, on the average, and the outlay per work relief case, including the incidental expenditures incurred in carrying out work relief exceeded the corresponding home relief outlays by 82 percent"

(3) A study, perhaps the most interesting of all the work reported, of the effect of work relief upon the normal activities of government, in six cities including New York. Its conclusions, too long even for summarization here, are of the utmost importance. In a thought provoking passage, the question is raised whether the end of increased and stabilized public employment could not better have been furthered by direct state and federal subsidies to the continuing costs of local government. (Work Relief in the State of New York from the Governor's Commission on Unemployment Relief, 79 Madison Avenue, New York.)

In Print—Available now in a pamphlet of eighty pages are the proceedings of the second general assembly of Commissioners on Inter-State Cooperation held in Chicago in mid-April. The assembly was sponsored by the Council of State Governments, Drexel Avenue and 58 Street, Chicago, Ill., which has published the proceedings. Subjects of discussion in relation to state cooperation are included—among others, crime, transients, and conflicting taxation. . . . Who Are the Blind in New Jersey, a statistical analysis of the persons registered with that state's commission for

the blind during 1934, is available from the Department of Institutions and Agencies, Trenton, N. J.

Professional

ANNOUNCEMENTS of new opportunities for social work training, predominantly graduate, continue to come in. [See *The Survey,* August 1936, page 249.] The latest to reach us include: Wayne University, Detroit, with a new School of Public Affairs and Social Work which is a graduate expansion of the former undergraduate curriculum, Lent D. Upson, director; the University College of Northwestern University, Evanston, Ill., with a new Division of Social Work—graduate, though some "special students" will be accepted—which will "seek to prepare professional social workers for community, state and federal service"; and a new course on social case work in rural areas, given by Niles Carpenter at the University of Buffalo School of Social Work.

Flood vs. Files—In last spring's flood, the Pittsburgh Social Service Exchange found it necessary to operate sans light, heat and telephone to say nothing of many of its workers—and all this with inquiries doubled. Searching name-files with flashlights, typing with cold fingers, breaking in emergency workers under adverse conditions, were handicaps which the Exchange met and surmounted. For two days, according to *The Federator,* published by the local Federation of Social Agencies, it fell behind its usual record of clearances within twenty-four hours, but within a week, it had completely caught up with its Jonah.

Meetings—The American Prison Association is in session in Chicago, September 13-18. . . . Massachusetts Conference of Social Work meets in Boston November 5-7, with institutes running concurrently. . . . St. Paul has been selected as the 1937 convention city of the National Conference of Catholic Charities, with Richmond, Va. for the 1938 meeting, and San Francisco for 1939 (if you care to think that far ahead). The newly elected head of the Conference is James Fitzgerald of Detroit, a layman, professor of economics at Detroit University.

If the institute program of the New York State Conference on Social Work continues to grow and flourish it will need to find new letters in the alphabet with which to describe its courses. Fifteen courses, running from A to O, are scheduled for October 19 and 20, overlapping the first day of the conference, October 20-23, in Rochester. Offerings include such interesting variations on the usual institute round as Law and Social Case Work, New Problems and Techniques in Interviewing, Research and Statistical Methods and Philosophy and Method of Supervision. Full details from Mary B. Holsinger, executive secretary, Drawer 17, State Office Building, Albany, N. Y.

The Health Officer—A new publication of the U.S. Public Health Service, *The Health Officer,* is the mouthpiece of a new Office of Public Education wherein the service gives its first specific recognition to the health education field, according to official announcement. The purpose of the new office,

of which Assistant Surgeon General L. R. Thompson is director, will be "to carry out certain experimental studies in health education." *The Health Officer* will report activities and progress in the service, community and public news and will be "of and for health officers."

Annual Reports—Frankly "grab-bagging," not covering, an accumulation of the season's annual reports, *The Survey* notes ingenious uses of the mechanics of reporting: Hope Farm, Dutchess County, N. Y., vivid pictures with brief facing text, plus thumbnail factual summaries; the Worcester, Mass. Boys' Club, its story told by a series of pictures in graphic poster style; the Brooklyn, N. Y. Bureau of Charities, using the photo-offset process throughout—including pictures and cover—attractively and legibly. . . . Interesting points of fact from reports here and there: the Children's Aid Society of New York, with emphasis on prevention of delinquency and raising child health standards, reports two new services this year, a vocational guidance and counselling service, and a department of personal relationships; the Chicago Community Trust reports nearly 40 percent increase over any recent year in its distribution of funds for charitable purposes; the Family Welfare Association of Baltimore reports that nearly half its services last year were to families carried cooperatively with public relief agencies.

Cooperating in choosing a release date for their annual reports saved two large New York City agencies, the Jewish Social Service Association and the Charity Organization Society, from stealing each other's publicity thunder. Just by accident it was discovered that the two reports were going into the mail the same day. The flip of a coin decided which one should be held back—the JSSA lost—so that the "breaks" for newspaper attention would not be unnecessarily disadvantaged.

The Family Welfare Association of America in its April *News Letter* discussed the annual report as effective interpretation and, as an example, analyzed the COS report—"notable for its careful selection of material, for its appeal to intelligence and for the quality of its writing and typography"—in relation to content, style, format and illustrations. (Copies of the report, price 25 cents from the COS, 105 East 22 Street, New York.)

Publications—Add to the indispensables of ready reference the 1936 Directory of Organizations in the Field of Public Administration. (Published by the Public Administration Clearing House, 850 East 58 Street, Chicago. 179 pp. Price $1.) The directory lists some five hundred national organizations, classifies them by their field of activity and gives enough information about each one to steer the enquirer to the right source for details. It also lists, more briefly, about a thousand state, regional and Canadian associations of public officials and other organizations which are concerned with public administration.

People and Things

DR. RENE SAND, president of the permanent committee of International Conferences of Social Work, has been appointed secretary general of the newly established Belgian Ministry of Public Health.

Dr. Sand's personal initiative was largely responsible for the calling of the first International Conference of Social Work in Paris in 1928. He has been director general of health work of the secretariat of the League of Red Cross Societies, is honorary president of the International Hospital Association, and serves on the Health Committee of the League of Nations, in addition to holding important posts in Belgian welfare and educational activities.

In Washington—Agnes Van Driel, from the Chicago School of Social Service Administration faculty, is the new chief of the division of technical training in the public assistance bureau of the Social Security Board. Wilma Van Dusseldorp, from Atlanta, Ga. is associate technical assistant. This is a new division, available to states "for helping staff members to become better qualified" in administering public assistance.

Jacob Baker, who resigned recently from his post as assistant WPA administrator in charge of the division of professional projects, has been specially commissioned by President Roosevelt to study the cooperative movement in European countries. The responsibilities of his post, including music, theater, art and writers' projects and the professions generally, will be turned over to Ellen S. Woodward, already in charge of the Women's Division in these fields. . . . David K. Niles, formerly with the Massachusetts WPA, is now director of the information service of the WPA in Washington. Morton M. Milford now is special assistant administrator.

Miriam Marshall, lately librarian of the U. S. Bureau of Prisons, is now junior librarian of the National Health Institute of the U. S. Public Health Service.

Robert W. Beasley, for more than a year director of the Denver Bureau of Charities is now on the field staff of the Bureau of Public Assistance of the SSB.

Just Folks—By executive "request" all frills of nomenclature have been dropped in the offices of the Social Security Board in Washington; all the titles of Governor, Doctor, Professor, even General, have gone out the window, to be succeeded by just everyday Mr., Mrs. or Miss. In late July the total personnel of the board numbered 748 of whom 677 are in Washington and seventy-one in the field.

Hospital Circles—Dr. Nolan Don Carpenter Lewis has been appointed director of the New York State Psychiatric Institute and Hospital, one of the units of the Columbia-Presbyterian Medical Center in New York City. For the past year he has been on the faculty of the College of Physicians and Surgeons, Columbia University, and associate director of the Institute. He topped the list of those who took the civil service examination for the post of director.

Dr. Mark L. Fleming will retire on October first from the position of general medical superintendent of the New York City department of hospitals. He will however remain on the department's board of administrative consultants. Dr. Fleming has been in the city's hospital service for his whole professional life. He interned at Bellevue and was constantly associated with that institution, with successive promotions in rank until 1930, when the present department was formed and he was named to the post he is now leaving, the highest attainable civil service position in the city's hospital service.

Saunders Medal—The annual award of the Walter B. Saunders Medal for distinguished service in the field of nursing education this year went to M. Helena MacMillan, director of the School of Nursing and superintendent of nurses at the Presbyterian Hospital, Chicago.

New Jobs—Among new state positions stemming from the federal Social Security setup are: supervisor of public health service for Wisconsin, with Dr. Carl N. Neupert of Janesville, Wis., the appointee; regional representative of the New York Bureau of Unemployment Compensation, S. Park Harman filling the job.

Annie Lockett, formerly connected with the National Labor Relations office for the Cincinnati region has been appointed placement coordinator for the Regional Employment Center's Bureau of Retraining and Development in Cincinnati.

September found Lt. Col. Donald McMillan of the Salvation Army moving from Buffalo where he has commanded the western New York area, to Boston where he is in charge of the Army's work in the New England states.

Jean Kennedy, recently with the late lamented New Jersey ERA has joined the staff of the New York City Welfare Council to head the division concerned with recreation, neighborhood work and so on, a position formerly held by Mary Austin, now with the Social Security Board in Washington.

The newly appointed executive and field secretary of the Methodist Federation for Social Service, the Rev. Charles C. Webber, recently was assistant director of field work at Union Theological Seminary, New York, and has been actively interested in industrial problems during several pastorates in communities where labor problems are particularly acute.

Deaths

DR. CHARLES HARRISON FRAZIER, world famous brain surgeon of Philadelphia who died late in July, was almost equally well known for his interest and leadership in the field of public charities. In 1912 he, with twenty other prominent citizens from different parts of Pennsylvania, organized the Public Charities Association. He was its first and only president, giving brilliant direction to the development of its modern social work program in the public field and courageous leadership to its efforts in behalf of the destitute and handicapped, particularly the inmates of state institutions. He was an adviser to many governors, his influence and authority recognized by successive legislatures and state commissions. Dr. Frazier was chairman of the Committee on Municipal Charities of Philadelphia which in 1913 reorganized the Philadelphia General Hospital and other municipal institutions for the sick and dependent, and at his death had been for many years president of the social service department of the University Hospital, one of the earliest hospital social service departments in the country—G. R. B.

A WIDE circle of social workers of every faith was saddened by the death, late in July of the Rt. Rev. Msgr. William J. Kerby, professor of sociology at the Catholic University of America, Washington. The death of his sister, with whom he had made his home for many years, followed within a few hours. Monsignor Kerby was one of the founders of the National Conference of Catholic Charities and was its secretary from 1910 to 1920. He was for more than five years a member of the Board of Charities of the District of Columbia, his appointment by President Wilson being renewed by Presidents Harding and Coolidge.

JANET MCKAY, since 1929 assistant educational director of the Henry Street Visiting Nurse Service, was killed in late July in an automobile accident. A native of Scotland, she received her nursing education at Post Graduate Hospital and Teachers College, New York. From 1919 to 1929 she was with the Near East Relief as director of child welfare in the Caucasus.

ELLEN FITZ PENDLETON, for twenty-five years the able and distinguished president of Wellesley College, died suddenly in July, just a month after her retirement.

RUTH MARSHALL BILLIKOPF, daughter of the late Louis Marshall of New York and wife of Jacob Billikopf, Impartial Chairman of the Philadelphia Regional Labor Relations Board, died suddenly after a brief illness.

HANS WEISS, director of social work for the juvenile court of the District of Columbia, was killed in a highway accident, in August.

WITH the recent death of the Rev. Moses S. Margolies, dean of orthodox rabbis in North America, Jewish communal and social work as well as religious circles lost a valued leader.

Readers Write

Angles On New Jersey

To the Editor: With no Pollyanna impulse, we admit that the New Jersey relief distribution, in the April to July period when municipalities were "on their own," was not as bad as it might have been, or in fact as we expected. There were plenty of grounds for the depth of our pessimism. At the moment, the loss seemed complete in terms of intelligent relief administration. We were going right back to placing a stigma on applicants; to "hard-boiled" interviewing, even by uniformed policemen; to a dole so low as scarcely to meet the barest need for food.

Overlooked in our pessimism was the fact that permanent local officials had learned much by observation, not only of the mechanics but of the necessary decencies of relief. There was first a period of extraordinary claims of "cutting out chiselers" by local administrators, resentful because for years they had been relegated to the side lines of relief giving. Then, steadied by responsibility, many local officials took over minor ERA staff members and case records and tried to continue its methodology.

Yet, evidence piles up that the hope of uniform state-wide maintenance of decent standards, if relief is locally administered, lies in the continuous pressures possible in allotting state fund subsidies.

Public sentiment is the ruling factor in New Jersey as elsewhere. Somehow, somewhere, a once in a lifetime chance was lost by the New Jersey—as by the federal—ERA. With enormous powers, they had the chance skillfully to interpret to each city and county what are adequate, decent relief standards and objectives, and thus to secure for all time a permanent citizenship understanding and support for such goals. Gains in public appreciation have been made, but they cannot be credited to a planned, localized interpretation.

When the pay-the-bill test came, the ideas of the man on the street were found to be poles apart from the relief philosophy of social workers. He is still thinking in terms of the soup kitchen to meet immediate physical needs in a brief emergency. He continues to resent a relief which takes odd-jobbers and menials out of the labor market.

The concealed figures in discussions of relief have been the proportions of the loads which are made up of people to whom any defensible standard of relief is better than their possible earnings when they can or do follow their usual occupations. The inescapable conclusion in New Jersey is that the experiment or demonstration of recent years in assisting these groups to higher standards, through relief, has not "sold" itself to the public.

Information comes that families in many of New Jersey's thinly populated districts are having a hard time this summer. The coming of cold weather will place a great responsibility upon the new state program and the pressures it can exert. In the populous centers, we can only hope that the years have made those on relief sufficiently articulate so that the shaving down on relief, wherever that is tried, will bring reactions that will not only avert "slow starvation" but prevent the further lowering of family standards.

Sherrard Ewing
Director, Community Chest
Paterson, N. J.

Attention, Doctors!

To the Editor: The important part the physician must assume in the teaching of sex education, preparation for marriage and family adjustments was brought out in the conference on Teaching of Marriage and Family Problems, held in July at the University of North Carolina, under the direction of Prof. Ernest Groves of the sociology department. The conference stressed the necessity for the physician's becoming aware of the sociological aspects of medicine, which form part of the problems presented by preventive medicine and mental hygiene. The non-medical marriage counsellor is attempting to advise on matters of sexual adjustment, family relations and behavior problems and even on contraception because physicians, except for a few scattered gynecologists, psychiatrists and obstetricians, have ignored these phases of public health. The conference stressed the need for scientific sex information and of college courses making such information available to all students requesting it. For such purposes it is necessary to correlate medical facts with sociological application, which is the newest approach to the teaching of sex education, marriage preparation and family relations. The ideal marriage counsellor is the family physician, properly trained himself and calling in specialists when necessary. This means of course the inclusion of such training in the regular medical school curriculum, as urged in the article on preparation for marriage by Dr. Rohert L. Dickinson in the January 1936 issue of the American Journal of Gynecology and Obstetrics.

Students and their parents are demanding more adequate preparation for improving marriage and family relations, and timorous colleges may well follow the example of the University of North Carolina, under the leadership of Professor Groves. As a physician actively engaged in the practice of medicine, dealing daily with many of the problems of marriage counselling, I believe that physicians should become more actively interested in them.

Marie Pichel Warner, M.D.
New York

The Candle's Beam

To the Editor: The little skit, Not So Old As Some [See *The Survey,* July 1936, page 203] written by the Kansas social workers "with due apologies to Eugenia Schenk of San Francisco," has been the occasion of much gratification to the old people in our security clubs. [See *The Survey,* April 1936, page 106.] They are delighted that the beam of their candle shone so far.

Our security clubs are becoming more and more active. Just now the widows' division is studying and discussing with legislators the situation created by the fact that under the California law dependency aid ceases when a child reaches the age of sixteen, but under the school law he may not work without restraint — assuming that he can find work—until he is eighteen.

The club in the old age division is considering a possible legislative amendment that would permit an old person to earn up to say $15 a month without its being budgeted out of their $35 allowance. This would not be possible for many of the old folk, but a good many of them are quite capable of doing odd jobs.

Could we have the addresses of the Kansas social workers who wrote Not So Old As Some? The president of our Old Age Security Club would like to write to them.

Eugenia Schenk
County Welfare Department
San Francisco

Mississippi Bouquet

To the Editor: May I add my sentiments to those expressed in the letter, Praise from the Corn-Belt? *The Survey* is like manna in the wilderness to those of us so overwhelmed in the minutiae of a WPA district office that we have little time or opportunity to feed our minds. It has a refreshing and stimulating effect. And reading it helps one to gain perspective on one's present work.

Catherine McFarlane
Meridian, Miss.

Book Reviews

The Power of Rulings

ADMINISTRATIVE LABOR LEGISLATION, by John B. Andrews. Harper. 231 pp. Price $2.50 postpaid of *The Survey*.

IF anyone thinks that delegation of power to rule-making bodies is something that the Brain Trust invented or the U. S. Supreme Court, by its decision in the Schechter case, has stamped out as both unconstitutional and nefarious, he should read this clearly written little book. The need for such delegation arises from the fact that while legislatures cannot possibly be composed of experts, they find themselves obliged to deal with a multitude of matters calling for expert judgment. They can either deal with them inexpertly and very probably unwisely, or they can lay down some general principles and leave it to a body of experts to make the detailed and technical rulings without which the principles cannot become effective. Thus Congress passes a law requiring both passenger and freight rates to be "fair," and turns the matter of interpretation over to the Interstate Commerce Commission. State and municipal legislatures grant broad powers to health officers and to police departments to make detailed rules for the protection of public health and safety. Rules thus made have the effect of legislation, but the grant of power is not unconstitutional, in the sense of the Schechter decision, whenever the delegation of authority is to accomplish a reasonable purpose and the principle to be made effective is stated with sufficient clarity. Indeed, the Wisconsin Supreme Court has gone so far as to distinguish "that kind of legislative power which may not be delegated from that kind which may be delegated."

In this book, the secretary of the American Association for Labor Legislation examines the development of the rule-making power in the field of labor legislation. Everyone having even a nodding acquaintance with minimum wage legislation knows that such laws become effective only through the delegation of authority. The legislature does not fix the minimum. It declares that wages shall not fall below the cost of living, or as in the more recent type, shall not be so low as to be "oppressive." A commission, or the head of the labor department, is authorized to discover and to declare what is the limit below which wages may be said to fall short of the standard set up. It is not so generally known that in 1911, a year before the enactment of the first minimum wage law in the United States, Wisconsin had created an industrial commission with power to make rules to establish safe practice in factories. In 1913 California, Massachusetts, New York, Ohio and Pennsylvania adopted similar legislation. By 1935 twenty states "had delegated broad administrative rule-making power in industrial safety legislation," and ten more had delegated "some measure of power" to issue enforceable regulation to labor department officials.

The effect of such delegation of power where it has been exercised in accordance with sound principles has been to give the states concerned a broader and more effective body of labor law, and thus to afford more adequate protection to labor than is possible where the basis for regulation is found exclusively in the statutes. It is a practice which Professor Barnett of Johns Hopkins University considers "the most important development of recent years in American legislation." Here is a book that explains that development with clarity and authority. Students of social legislation will find it indispensable.

JOHN A. FITCH
New York School of Social Work

After Prison

WHERE DO I GO FROM HERE? As Told to Robert O. Ballou by Roger Benton. Lee Furman, Inc. 314 pp. Price $3 postpaid of *The Survey*.

MANY acute questions are raised by this book, questions that should have the attention of everyone interested in the welfare of those who are in restraint of their liberty and responsible directly or indirectly for the conditions it describes.

It is not the story of an underprivileged or feebleminded victim of economic conditions who is drawn into the periphery of the vicious conduct which has prison life as one of its recurring pausing places. Roger Benton puts none of the responsibility on his home, family or associates for the ten years that he spent in three prisons. The case history underlying his narrative presents few of the features or patterns familiar to those who have dealt with prison problems in large numbers. The question, "Why did he get there?" will persist in the minds of many readers, as they view a life picture which presents in the beginning little variation from their own and that of their families and friends.

It is only when the sapping influences silently at work result in the graphically described catastrophe—the passing of the first forged check—that one realizes with a gasp how far an apparently smiling surface had been undermined. This is no casual offender acting under impulse, but a calculating, scheming lawbreaker, haunted not by moral fear or compunction, but by the physical dread of detection and its consequences. From this point forward, he parts company with his environment, his friends, family, and traditions. The only explanation or justification attempted is that having been reported as dead in an accident, he decided to remain "dead."

Death would seem preferable to the penalty he paid in the horrors of the state prison to which he was sent and where he spent seventeen months under such revolting and blood freezing conditions as the reader would like to think could not exist in this country. It is a story of mistreatment, torture and murder, of venal politics, of contracts which exacted the last penny that could be wrung from the bruised and bleeding bodies of the prisoners who were sent to the "big line."

We should like smugly to think that these conditions have been abolished and are a thing of the past. But are they? This is one of the acute questions to which civic organizations, churches and women's clubs should find the answer. It lies in the background of the entire narrative. It presses for answer, regardless of our interest in the narrator or judgment of his culpability. There is a verisimilitude in the descriptions and details of this eyewitness that must thrust this doubt and question deep into the thinking of the reader.

Roger Benton's subsequent career in a federal prison and finally in Sing Sing is happily an anti-climax so far as horrors and thrills are concerned. There was apparently no inward change in the narrator, only a recognition that the law of self-preservation dictated a different course of action. This fundamentally anti-social attitude, the narrator declares, with a sudden flare of self-justification, was born from resentment at the inhumanities and injustices experienced at the hands of those who were supposed to represent law and justice in the Louisiana State Prison—an attitude which seemed to persist to the close of the story, despite the fact that healing and beneficent influences came into his life from those who were also representatives of law and order.

The personal question which gives the book its title is one which must be answered specifically by social workers, parole departments, welfare agencies and socially minded citizens. What future is there for a man released from prison? How far have we gone in putting aside our prejudices sufficiently to

give him an equal chance with others to support himself and become an unmarked member of his community?

These questions protrude from a well told tale, gripping in its realism. The general reader also may be interested in attempting to diagnose symptoms and in trying to prevent the occurrence of similar breakdowns in his own circle. The introduction by Warden Lawes of Sing Sing, stresses the importance to the community of finding answers to these questions.

MARY B. HARRIS
Federal Industrial Institution for Women, Alderson, W. Va.

Web and Pattern

THE DEVELOPMENT OF SOCIOLOGY, by Floyd Nelson House. McGraw-Hill. 456 pp. Price $4 postpaid of *The Survey*.

SOCIOLOGY existed as a point of view and a focus of philosophical speculation long before it assumed either the character or the title of a social science. Science either as a method or body of accredited fact is the product of research. Anything like systematic investigation within the perspective of sociology, as ordinarily conceived, is very recent indeed, and much of it is the work of men who have not and would not call themselves sociologists.

Nevertheless the development of sociological theory, as the author of this volume says, is in the most fundamental sense the development of the tools of research. Furthermore most of the fundamental insights upon which the logical edifice of the science rests, are to be found in that heritage of general observation and speculation handed down to us from those armchair sociologists who never went outside of a library to discover a fact or test an hypothesis. A conspicuous illustration of this fact is Ludwig Gumplowicz, of whom the author says truly: "There are few really fundamental and important concepts in the sociology of 1935 that were not definitely formulated, or at least adumbrated, by Gumplowicz."

The purpose of a history of sociology, in recording and transmitting this heritage, is not merely to embalm and preserve these fundamental ideas; it is rather, by comparison and criticism, to weave them eventually into the web and general pattern of sociological thought, to which all sociological theories are a contribution and within which, as a frame of reference, all sociological facts may eventually find a place.

It is this purpose which, in a very special sense, characterizes this volume and makes it, in my opinion, one of the more important contributions to sociological knowledge in recent years.

I have only to add that the author has succeeded not only in defining the aim of contemporary American sociology and bringing together its widely scattered threads of thought and observation, but he has done what is, perhaps, something more exceptional. He has written an interesting book; a book which one who has wandered in more or less confusion through the widely dispersed literature will find both a clarifying treatise and a real contribution to the history of thought.

ROBERT E. PARK
University of Chicago

Library Background

COUNTY LIBRARY SERVICE IN THE SOUTH, by Louis R. Wilson and Edward A. Wight. University of Chicago Press. 259 pp. Price $2 postpaid of *The Survey*.

IN general this volume treats the library situation in the South in relation to the economic, cultural and social background of the region. In particular, it deals with the demonstration libraries aided by the Julius Rosenwald Fund and their efforts to improve service to white and Negro population. The county library was used as a base from which to develop types of library services planned to meet local needs and existing conditions.

The stated objectives of this experiment were: unified county-wide administration under the direction of a professionally trained librarian; equal service to white and Negro, urban and rural residents, suited to the needs of each group; a minimum annual income of approximately 50 cents per capita of the total population; and, at the end of the demonstration period, a continuation of library service on a level at least as high as that maintained during that period.

The findings, reported by two Southerners, are of importance to librarians, educators, sociologists, and economists, and to any student trying to understand existing conditions in this locality. The chapter on the southern background presents an overview and interpretation which is acute, sympathetic and comprehensive. The library is seen as one of many public services, influenced in its development by distinguishing features of the southern setting.

The Rosenwald Fund grant made in 1929 resulted in work in eleven counties in seven southern states. The general financial plan was for the fund to match local appropriations, dollar for dollar the first year, one dollar for two the second two years, and one dollar for four the fifth and final year. Coming as it did just as the depression was beginning, the struggle to carry this experiment through makes a tale of more than regional interest and importance. This is a book with wide social implications and significance, admirably

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written and well documented, with findings interpreted with breadth and understanding. JENNIE M. FLEXNER
Readers' Adviser
New York Public Library

Facts Without Answers

ADMINISTRATION OF WORKMEN'S COMPENSATION, by Walter F. Dodd. Commonwealth Fund. 845 pp. Price $4.50 postpaid of *The Survey*.

TO the Commonwealth Fund and its distinguished Legal Research Committee, and to Mr. Dodd, author of this volume, students and administrators of workmen's compensation laws are greatly indebted. The book is the result of a six-year study of the administration of workmen's compensation laws in New York, Massachusetts, Pennsylvania, California, Illinois and Ohio, with somewhat less detailed studies in a few other states. It includes also the Federal Longshoremen's and Harbor Workers' Act in the New York District. Factual material, gathered by astute and careful students from first hand contact, has been painstakingly indexed and documented. Unexpectedly enough it includes important changes in laws up to January 1, 1936, an up-to-dateness unusual if not unique in such a detailed study.

The strength of the book is in this factual material. It presents clearly and ably the history and background of workmen's compensation laws, an analysis and comparison of present laws, their interpretation by the courts, the manner in which they are administered in the several states and the various types and cost of the insurances they set up. But if the reader expects to find here the answers to all the moot questions in the administration and interpretation of workmen's compensation laws, he will be sorely disappointed. Perhaps giving answers to moot questions was not the purpose of this study; perhaps the author realizes that at the present time, with our comparatively short experience in administering workmen's compensation laws, and in view of the fact that, generally speaking, the laws as they stand are not scientific products, these questions are as yet unanswerable. NELLÉ SWARTZ
Industrial Board
New York State Department of Labor

Those Neurotics

THEORY AND PRACTICE OF PSYCHIATRY, by William Sadler, M.D. C. V. Mosby. 1231 pp. Price $10 postpaid of *The Survey*.

IN an excellent exposition of the theory and practice of psychiatry with particular emphasis upon the neuroses, Dr. Sadler offers well organized material, with a broad and eclectic approach, discussed without overemphasis on unnecessary technicalities. Recognizing the fundamental master motives as the life urge, the sex urge, the urge for power, the social urge and the urge to worship, he develops his schemes of human activity in a practical manner and in a style that promotes interest as well as readability.

While generally favoring the hormic theories of MacDougall, he makes quite evident his appreciation of the psychiatric implications of the various specific theories, physical and psychogenetic. His emphasis on the neuroses rather than on the psychoses is purposeful because psychotics are mainly institutionalized whereas neurotics, as ambulants, seek aid from members of the medical profession. The accompanying case histories are adequate. The general form of presentation should lead to popularity based upon a wide range of usefulness. IRA WILE, M.D.
New York

People on the Move

WORLD IMMIGRATION, by Maurice R. Davie. Macmillan. 588 pp. Textbook price $3.75; Trade price $5. Postpaid of *The Survey*.

IN endeavoring to cover the subject of world immigration in one volume, the author has set himself a difficult task. Of necessity, the treatment has had to be general and in broad outline. At a few points it seems somewhat meager, but on the whole Mr. Davie has succeeded surprisingly well in showing that "human migration today sets up reactions of international scope."

The major portion of the book discusses immigration to the United States and the effects of immigration and problems of assimilation as they appear here. The United States is, of course, the most important of all immigrant receiving countries. An account of what

has taken and is taking place here will, says the author, "serve as a background against which to view this world phenomenon." There is an excellent chapter discussing Asiatic emigration, chiefly to countries other than the United States, and an interesting summary of the emigration of Jews from various lands. The chapters on immigration to Latin-American countries and to the British Dominions bring out the salient features of the two movements. On the other hand, disappointingly little space is given to immigration to France although since the World War that country has been, next to the United States, the most important receiver of immigration. The chapter on naturalization in the United States is admirably concise and adequate. Comprehensive bibliographies are appended to the different chapters.

While undoubtedly most of the information squeezed into the 600 pages of this book is available elsewhere, the author has rendered a real service in making it readily accessible in one volume. The book is readable and interesting throughout.

New York MARIAN SCHIBSBY

How Local Is Local?

LOCAL DEMOCRACY AND CRIME CONTROL, by A. C. Millspaugh. Brookings Institution. 263 pp. Price $2 postpaid of *The Survey*.

HERE is a book on local public administration which asks in a realistic way how local a government can or should be. It assumes that government cannot be evaluated without reference to functions performed, and for this reason takes the subject of crime control as a function that can be studied profitably on local and on other levels of government. Crime control is an administrative problem which has been highly decentralized in our thinking and in our law, but which has its impacts up and down the whole gamut of our national life.

Since local government is local *in situ* only and not in its significance the regional distribution of public powers and duties is a basic problem of government. This thesis, particularly in the field of crime control, the author discusses cogently under such titles as Local and State Organization, State Local Relationships, Localized Self-Government, The Optimum Local Unit, Regional Readjustment, Functional Reallocation and Preparing for Crime Control Integration. He proposes as an objective or program, a planned and "scientifically envisaged" proceeding in connection with such functional integration as is now going on sporadically. "We should stop skidding to our destination." Neither centralization nor local self-government is the answer to our problem. What we need is a change in the forms through which local self-government operates and in the services to which it applies.

In so far as crime control is concerned the author concludes that the obstacles in the way of effective administration cannot be removed—certainly not soon—except as the larger problems of democratic government are advanced toward solution.

C. A. DYKSTRA
City Manager, Cincinnati, O.

Slow, Sure Progress

SLUMS AND HOUSING, by James Ford. Harvard University Press. Two vol. 1066 pp. Price $10 per set postpaid of *The Survey*.

TO those of us who viewed with dismay the remains of rock-perched shacks amidst browsing goats in upper Manhattan, and the crowded, repulsive conditions that existed in lower New York's slum area in the latter part of the nineteenth century, there comes with the reading of these volumes a certain tolerance toward the slowness of progress. For the struggle toward better living conditions has been long continued against almost incredible obstacles, firmly entrenched in custom, cupidity, ignorance, and neglect; and notable victories have been won.

The past and the evolving policies of recent years are portrayed in this readable, profound study, to which those who are interested in housing may refer with confidence in its detailed authenticity. Careful analysis of the causes and effects of contemporary conditions is made. Population and economic factors; racial distribution and Negro housing; mortality and disease; crime and other anti-social behavior; slum prevention, elimination and rebuilding, are presented in detail with concrete recommendations by which it is believed that urban development can be rendered

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New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

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Although New York is the focus of attention, housing in other cities and in European countries is discussed, and many of the conclusions and recommendations are of nation-wide or world-wide interest. The author—and presumably his collaborators, Katherine Morrow, George N. Thompson and I. N. Phelps Stokes—feels strongly that, because of political pressure and cumbersome procedures, the participation of government in housing should be confined to loans, standards, research and supplying land at site value, if necessary through condemnation and government absorption of excessive land costs or an extension of public ownership of land. If, as appears very probable, the government is to enter the fields of construction and management, these projects should be neighborhood units replacing the worst slums.

In spite of the length and cost of these two comprehensive, abundantly illustrated volumes, their great value for casual reading, for thorough study and for reference, renders them essential for the library shelf of any collection on housing worthy of the name. They were prepared and published under the auspices of the Phelps-Stokes Fund. HAROLD S. BUTTENHEIM
The American City, New York

On the Record

THIS BUSINESS OF RELIEF: A SYMPOSIUM PUBLISHED BY THE AMERICAN ASSOCIATION OF SOCIAL WORKERS. 200 pp. Price $1 postpaid of *The Survey*.

IN answer to the insistent demand "from the floor" that the discussions of the delegate conference of the AASW, held in Washington last February, be given general circulation among social workers, the association presents this slim red volume. It is, in effect, the background of social work experience and opinion against which the association projected its platform for public assistance. [See *The Survey*, March 1935, page 69.] It was over this platform that the rift developed between the association and Washington relief officials which was apparent at the National Conference of Social Work in Atlantic City.

In the thirteen papers by as many authors and the nine thumb-nail sketches of local conditions, the book gives a rounded picture of the relief situation, its parts and its whole, just after federal aid to direct relief was withdrawn. The ideas which it projects, for a national system of public welfare including its administration, personnel, provision for special needs and so on, are born of experience. Appended is the outline for a federal assistance program, drafted by the association's division on government and social work and approved by the delegate conference. A second appendix includes statistics relating to the relief situation at the beginning of the year.

Altogether the collection constitutes, as Walter West says in the foreword, "an important part of the record on the puzzling problem of relief which is the latest and perhaps the most difficult of government's major concerns." GERTRUDE SPRINGER

Object: Action

GROUP LEADERSHIP, by Robert D. Leigh. W. W. Norton. 259 pp. Price $2.50 postpaid of *The Survey*.

DESIGNED for those who conduct or participate in meetings large or small where action is the end sought, this book should meet a real need. It goes far beyond such a manual as Robert's Rules of Order, but it is less philosophical than Harrison S. Elliott's The Process of Group Thinking, or Frank Walser's The Art of Conference. With practicality and simplicity as the watchwords, the author cuts through the unnecessary complications of parliamentary procedure, giving only the essence and the "how to." Following the accepted pattern of other writers on the conference method, the author conceives of group action in this connection as problem solving; and he describes this process and shows how to forward it. Whether the reader is in a social, civic, or other policy determining body, he should find helpful suggestions on numerous items. Wherever its ideas are applied the book unquestionably will expedite and enrich group discussion.
New York ORDWAY TEAD

As of 1935

SOCIAL WORK AS A PROFESSION, by Esther Lucile Brown. Russell Sage Foundation. 120 pp. Price 75 cents postpaid of *The Survey*.

IN concise, readable form, Miss Brown presents a 1935 answer to the question, Is Social Work a Profession? put to the National Conference of Charities and Correction in 1915 by Dr. Abraham Flexner. Her answer includes an examination of the professional status of social work from the angles of preparation, professional organization, number of social workers and their salaries, and changing concepts of the job. Her book, an enlargement of material published last year as a pamphlet, it is not only critical of certain existing situations, but raises numerous questions about future developments.

About a third of the book is devoted to education for social work, with discussion based on an examination of the most recent catalogues of the schools belonging to the American Association of Schools of Social Work. Miss Brown notes the similarities and dissimilarities in their curricula, organization, and requirements, and criticizes the lack of definiteness in prerequisites in the social and biological sciences, the lack of emphasis in scientific research, and the small number of graduates—only 10 percent of the total number of students majoring in social work in 1934-35. She sees in the development of schools or departments of social work in universities "a flattering recognition of the progress which has been made by this new profession." An examination of the limited budgets of many of these schools might modify her opinion.

This book should be read by serious students considering social work as a career, by board members and public officials responsible for public welfare programs, and by intelligent contributors to the development of social work generally. There is much in it that is stimulating to the present practitioners of social work. WALTER W. PETTIT
New York School of Social Work

City Traffic

THE STEADYFLOW TRAFFIC SYSTEM, by Fritz Malcher. Harvard University Press. 91 pp. Price $1 postpaid of *The Survey*.

BUILDING LINES AND RESERVATIONS FOR FUTURE STREETS, by Russell Van Nest Black and Mary Hedges Black. Harvard University Press. 243 pp. Price $3.50 postpaid of *The Survey*.

THESE two volumes, although conceived as separate studies, supplement each other in a rather intimate way. The publication of the work by Fritz Malcher is in the nature of a memorial to the author who died before the work was fully completed. The book discusses a new method of traffic flow which is capable of making possible higher speed of travel by automobile in heavy traffic areas and which, it is said, is capable of producing more safety than the present stop-and-go signals. The particular value of the book is in the graphic methods of analyzing traffic flow and the clear exposition of the required street changes in the interest of safety and speed.

The study by Mr. and Mrs. Black is devoted to the problems of building line adjustment and reservations for future street development as found in present day practice. Without proper powers for street line the Malcher proposals would be impossible of practical application. The general analysis of situation and needs is rich in factual evidence, well organized and interestingly presented. The critical part of the work presents the foundation of a constructive program for legal implementation of the necessary street adjustments and planning in our cities.

CAROL ARONOVICI
Modern Housing Institute
New York University

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THE SURVEY

OCTOBER 1936 MONTHLY VOL. LXXII NO. 10

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SO THEY SAY

I like to watch a good four-flusher work.—*Carl Sandburg, poet.*

Men think differently who live differently.—*Harold J. Laski in The New Republic.*

The slums don't pay much in taxes but the taxpayers have to pay a lot for the slums.—*David Cushman Coyle in Uncommon Sense.*

The outstanding forces in American life are Old Man Human Nature and Old General Politics.—*Prof. Howard W. Odum, University of North Carolina.*

The Christian conscience does not make us more nearly infallible than other men in technical details—*Labor Sunday Message, Federal Council of Churches.*

Prevailing wages do not prevail anywhere but with the government; they do not prevail in private enterprise.—*Robert Moses, park commissioner, New York City.*

I went over the country for three months defending the Constitution, until I developed nervous prostration and had to go abroad to rest.—*E. F. Hutton, New York financier.*

To maintain peace one must keep one's shirt on and concentrate one's moral crusades where they will do the most good.—*Dorothy Thompson in New York Herald Tribune.*

The greatest danger threatening democratic institutions comes from those influences which tend to stifle or demoralize discussion.—*Inscription above the stage in the St. Louis Municipal Auditorium.*

Youth should not be treated like camels and be expected to consume enough information during formal schooling to last for the journey through life.—*J. W. Studebaker, U. S. Commissioner of Education.*

It is true I think that social work is in danger of being mildewed by discretion, which is only another name for fear.—*Prof. E. J. Urwick, University of Toronto to Toronto Conference on Social Welfare.*

The woes of the world are not due to irremovable economic forces. They are due to removable politicians—Republicans, Democrats, Socialists, Bolsheviki, Fascists, Nazis.—*Prof. Robert McElroy, Oxford University.*

It is tantalizing to think of the new relations we should see, of the new world of thought we should live in, if our brains were but twice their present size.—*Prof. Edgar Douglas Adrian, Cambridge University, at the Harvard Tercentenary.*

When textbooks on social service and social problems are permitted to enter the Sunday School, that institution ceases to become a soul-winning agency and becomes the den of all forms of heresy.—*J. N. Barnett, Nashville, Tenn., to the Southwide Baptist Sunday School Clinic.*

There are millions, there are millions, there are millions of blessings. Every day they are multiplied by many, many more. There are trillions, quadrillions, quintillions, sextillions, septillions, octillions, duodecillions, decillions, and decillions of decillions of blessings.—*Father Divine.*

I don't believe in the inevitability of human perversity; I don't believe that science is destroying us; I don't believe that blind economic forces cause depressions and that we must be forever the victims of the cyclical cruelty.—*John G. Winant, chairman, Social Security Board, quoted in Collier's Weekly.*

Schutz, Washington

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Do the eyes deceive us or does George Washington preside over the dinner meeting of the 1936 Mobilization for Human Needs in Washington, September 17? Prominent too at the conference were Gerard Swope, Mrs. Harper Sibley (left); Dorothy Thompson, Newton D. Baker (right)

THE SURVEY

OCTOBER 1936

VOL. LXXII NO. 10

Youth and Yardsticks

By GERTRUDE SPRINGER

A "YARDSTICK for corporate giving" may be the answer to that perennial problem of community chest campaigns—contributions from local activities of nationally controlled business enterprises. Community chest people, board members and executives, gathered in Washington in mid-September at the call of Community Chests and Councils, Inc., for the 1936 Mobilization for Human Needs, heard a "logical and systematic" plan for corporation support of local welfare funds advanced by business men and added their practical experience to the discussion. It was agreed that a community has a right to expect support of its welfare program from locally operating industries and enterprises whatever their ownership and control. It was also agreed that a basic policy to guide local representatives of absentee control was reasonable and desirable. The difficulty lay in finding a formula that would establish the principle without the rigidity of rules and regulations to deter the "cheerful giver" and to fortify the reluctant, and that would safeguard the chest and the community program against the possibility of control by any one group of givers. That the whole subject had been opened up, that leaders of "big business" in various lines—manufacturers, chain stores, railroads, insurance and so on—were admitting a degree of responsibility and sitting down with community chest folk to discuss it, was taken as a gain over the time, not so long ago, when the search for alibis, local and national, was more evident than the search for a *modus operandi.*

The 1936 mobilization, ground layer for the money raising campaigns of the late fall and early winter, was a lay rather than a professional meeting, even though the executives of chests from all over the country were probably in the majority. The discussions ranged over matters of broad community concern rather than over the details of the money raising job. The plaguing questions of the last year or two—how to get money without relief as the touchstone of appeal, how to answer the taxpayer who believes he is paying till it hurts and has no mind to add to his pain by voluntary giving—scarcely lifted their heads in formal papers or programmed discussion. If they still plague chest executives—and who doubts but they do?—they were not aired in Washington.

What might be called the business aspects of the mobilization focused on the effort to arrive at some basis of corporation support as a dependable backlog in financing the community welfare program. In its "human needs" aspects the emphasis was definitely on youth, on King David's old question, reiterated by Newton D. Baker, "Is it well with the child?" In the direction of services the chests must hold, Mr. Baker urged, that it is not enough that a child should be well clothed and fed, even well educated; even more important is it "that the disciplines of life to which he is subjected should be of a character to give him strength of purpose and sturdiness and virtue as a citizen and a neighbor." Mr. Baker cautioned that "We should not be fooled by the present popular materialistic philosophy of life. . . . We must not let our society become shiny and shallow." Warning against "allowing our social work to become traditional," he outlined what he called a "clean slate" study, recently made of a district in Cleveland, which broke away from the familiar forms of community survey and instead appraised the attitudes of people, especially boys and girls, and the values they found in daily life. This new kind of inquiry revealed "an appalling absence of character among the young" and brought about a movement "to restore into that community what seems to have been totally taken away during the past ten or fifteen years."

THE general unrest of the youth of the world was discussed by Dorothy Thompson, news commentator and journalist, who traced the vitality of the revolutions of the last decade—"revolutions of youth" she called them—to a deep instinctive desire for a society with unity, order and direction in which each individual felt a sense of usefulness.

We know what the results of this movement have been. The conception of the whole has swallowed the conception

of the parts. Instead of integration we have regimentation. Instead of unity, we have uniformity. Instead of societies, we have armies. . . . These vast armies of young men who are both regimented and exalted menace western civilization. For these are not civilized conceptions of unity or civilized goals. But they are proof that men would rather have unity and order in the service of death than anarchy and atomization for no end which can be envisioned. . . . There is a better conception of society than that of the ant hill or that of the regiment. It is the picture of society as an orchestra. It has leadership, it has unity, it has purpose, but it also has piccolo players and a first violinist. It is a collective, whose power and beauty depends upon manifold activities; upon the highest possible development of very unequal individuals. And each individual is not demeaned by his participation in the collective, but vastly augmented and expanded by it. He is not regimented. He is cooperative.

Urging the social agencies to "stand up" to the problems of youth, and to recognize that "youth belongs in the middle of things, helping to run them, not off by itself, grumbling and demanding," Charles P. Taft, vice-president of the Cincinnati YMCA admitted that though the principles of youth guidance, of "character building," are clear, their application is not easy. The youth agencies are trying, he believes, "to show boys and girls how to live," something which schools, churches and parents "really ought to be doing but—God forgive us—are not." What kind of a philosophy of life do the youth agencies teach, he asked.

Well, they believe in all around living, in the cultivation of body, mind, and spirit. They believe in God, and they believe in good citizenship. They want to stimulate a boy or a girl to find his place in the world, to study his own capacities, to understand how the business world is growing here, contracting there, and to lay out a course of living that will bring opportunities for service and tranquillity of spirit.

Parenthetically, the chest movement itself, as more than one speaker pointed out, must, as a practical matter, look to the rising generation for its leadership and for its funds. Death is taking toll of old leaders and big givers. Their children do not always inherit their sense of community responsibility along with their fortunes.

It has become a tradition for the Mobilization to open on the White House lawn. There, this year, in bright sunshine under trees that the next day were whipped by the tail of a West Indian hurricane, the delegates heard President Roosevelt outline "clear evidence of returning prosperity," and point out that, "The cooperation given by the federal government in social welfare activities extends rather than contracts the responsibilities of private activities for local relief." As "tasks more fitted to private than to government administration" he mentioned the encouragement of private reemployment of those on relief rolls, the continuance and extension of medical care of all kinds, ministry "to the hundreds of thousands of cases which present special problems," and the building up of recreational opportunities.

REPLYING to the President, Gerard Swope, chairman of the Mobilization this year as last and president of the General Electric Company, agreed that, "The prospect of a brighter outlook on our economic horizon, which last year we forecast with some temerity, has been more than justified in the past twelve months." But problems remain "as important, and certainly more insidious, more demanding of skill in treatment, than those of the crisis itself."

Following the White House session the national committee on the Mobilization, exclusively masculine, met with Mr. Swope to discuss the application of the provision in the tax law, new since the 1935 Mobilization, of a permissive deduction, in tax returns by corporations, of 5 percent from net income on account of contributions to charity. At the same time the women's committee, led, in the absence of Mrs. Roosevelt, by Mrs. Harper Sibley of Rochester, went into session to discuss and presently to approve a statement, What We Believe, as a platform for future efforts.

At the luncheon meeting which followed, Mrs. Sibley good humoredly pleaded for less segregation of the sexes in community chest discussions: "For a long time we have been allowed the privilege of interpreting what the men think. Possibly we might illuminate as well as interpret." Dr. Thomas Parran, surgeon general, U.S. Public Health Service, at the same session, put forward strong arguments for maintaining and strengthening voluntary health services, particularly community nursing and hospital and dispensary services.

The discussion of "a yardstick for corporate giving" for community welfare purposes was based on a plan presented by Donaldson Brown, chairman of the finance committee of General Motors Corporation. [See opposite page.] In presenting the plan, which has been adopted by his corporation, Mr. Brown advanced "potent arguments" against federal administration of relief and concluded that:

The relative efficiency of private as compared to public philanthropic agencies is unquestioned. The greater the degree of private interest and private administration of these activities, the more economical and efficient will be the results. One of the most serious threats to our social structure arises from conditions which have forced government to assume responsi-

Platform of the Women's Committee, 1936 Mobilization for Human Needs

"WHAT WE BELIEVE"

WE believe in maintaining the voluntary and unofficial agencies that offer individualized neighborly services to prevent and relieve suffering, to restore and maintain self-reliance, to foster good citizenship.

We believe in studying the social agencies, and the social needs and their causes and ways in which such needs might be met, and in interpreting, supporting and criticizing constructively the development of public services.

We believe in telling others about the need so that they will understand and help.

We believe in enlisting the active participation of citizens in the voluntary agencies so that they will give personal service, give leadership, give money.

We believe in the partnership of volunteers and social workers to accomplish their combined task; in the partnership of voluntary and official welfare agencies; in the partnership of all men and women of good will in providing the finest quality of community service.

"YARDSTICK FOR CORPORATE GIVING"

By Donaldson Brown

AS applying to those employers conducting factory operations within the community who are willing to adopt this plan, a preliminary quota should be established by applying to the total community chest budget that percentage which the aggregate local taxes payable by these employers are of the total local taxes payable by the entire community.

The distribution of this preliminary quota among the various employers should be in the same proportions as the factory employment of the several employers bears to the total factory employment of all these employers.

In order to facilitate judgment on the part of each employer as to the extent to which his preliminary quota is subject to discount in the light of appraisal of the various activities embraced in the community chest budget, that budget should be divided into the two following basic categories of activity—

(a) Those activities which are for the relief of human suffering, misery and destitution, including hospitals, free clinics, milk funds, day nurseries, orphan asylums, the Red Cross, family relief and welfare.

(b) All other activities including recreational, character building and miscellaneous services.

All activities listed under (a) justify a full degree of support by employers, and accordingly should be given a weighting of 100 percent. Those activities listed under (b) warrant varying degrees of support on the part of employers, and should be given a weighting of from 20 percent to 100 percent, depending upon the appraisal by each employer of the importance to him of the several activities included therein.

In deciding upon the specific weighting which the employer should assign to those activities in category (b), there is need of the exercise of judgment on the part of those familiar with the local conditions. In the case of General Motors, we have determined to leave to the local plant manager the determination of such weighting within the limits of 20 percent and 50 percent. If the plant manager decides that a weighting of more than 50 percent is warranted as applied to any activity within the category, he may recommend to the Corporation's executive committee such higher weighting as he deems appropriate.

bility for the welfare of its citizens, with the danger that such a course must inevitably produce political pressure for constantly more relief and constantly less work.

For these reasons, it behooves all of us to do all in our power to reduce the burden of relief upon the shoulders of the public treasury, lessening the requirement thereof, so far as may be practicable, by the support of the agencies of private philanthropy. In fact, looking at the situation in its broadest aspect, employers, who after all bear the greatest share of taxation, would be warranted in encouraging greater activity on the part of community chests and in increasing their contributions thereto just as rapidly as the community could be brought to a transfer of the activities to private hands; for ultimately the actual costs could certainly be minimized by this procedure. If the basic necessities of relief are not met through private agencies, the burden falls inescapably upon local, state or federal government. By encouraging the proper maintenance and growth of efficient private agencies for meeting actual need, corporations and other taxpayers could enjoy relief from otherwise necessary taxes to an extent far more than offsetting the costs assumed in the support of such private agencies.

In urging a "yardstick" Mr. Brown held that:

A corporation is fully justified, from the viewpoint of enlightened self-interest, in assuming its fair share of the support of those activities which fulfill the community's responsibility to those actually in need. To other worthy causes which do not rest upon the above basis, a corporation management is justified in contributing to whatever degree it concludes, after careful appraisal, that it may enjoy benefits which will balance the costs so assumed.

How such a plan as Mr. Brown advanced could be applied to various lines of business was discussed in group meetings of business and community chest executives. Mr. Swope, speaking as a manufacturer, said that a scale of giving based partly on taxes and partly on the chest budget was in effect at the Schenectady plant of General Electric, and seemed to be working well. In Schenectady the company contribution runs about a third of that of the employes, the combined contributions constituting 61 percent of the chest income. The chain store group, led by Albert H. Morrill, chairman of the Kroger Grocery and Baking Company, felt that Mr. Brown's plan was inapplicable to their business, though they would welcome "a plan that fitted." Judge R. V. Fletcher, speaking for the Association of American Railroads, said that the railroads had never had a policy, but were willing "to take the matter under advisement," through conference with a committee of chest representatives. Wendell Willkie, president of the Commonwealth and Southern Corporation, hoped that the public utility industry would consider devising a "formula for giving," to be recommended to the various companies and that the telephone and gas companies would cooperate. He too asked for a committee from the chests to confer with a committee from his industry. In effect these various spokesmen gave the principle their blessing, and hoped that something "feasible and practical" would be developed.

Of course the whole scheme did not go without challenge from laymen and professionals alike. Howard Bruce, president of the Baltimore National Bank, deplored the idea of putting "the spirit of charity into a logical strait jacket," and objected to taxes as a basis since "the amount of money you make in a community has a bearing on the amount of the gift." C. M. Bookman, director of the Cincinnati chest, held firmly that the effectiveness of services

rendered rather than any rule of thumb should be the basis of community support. The Rev. E. Roberts Moore of the Catholic Charities, New York, characterized the whole idea as "shockingly reactionary."

To more than one eavesdropper on off-the-record comment it seemed that practical chest men, close in to the tempers and traditions of their communities, found their greatest difficulty in rationalizing the matter of weighting contributions according to "the appraisal by each employer of the importance to him of the several activities. . . ." This procedure, they pointed out, carried to its logical conclusion, put into the hands of men who might or might not be equipped to exercise it wisely, a power that could amount to control of the chest and of the community welfare program. "A strangle hold," some called it. "And what of the budget committees?" they asked. "Is an employer or a local plant manager better qualified to determine the value of social services than a group of men of tried judgment and experience in community concerns?"

Taken as a whole the meeting offered a curious mixture of idealism and materialism. There could be no doubt of the sincerity of the concern with youth, its present unrest and its doubtful future, but with this concern went, it seemed, a certain insulation from harsh realities abroad in the world, a willingness to agree that "something ought to be done about it," but without much envisioning of ways and means. On the other hand the hard-headed discussion of "a yardstick for corporate giving" brought out attitudes that made the hardest-boiled social worker feel, in comparison, like a gentle old Lady Bountiful.

How the discussion and pressure for "a yardstick for corporate giving" will affect this fall's campaigns, if at all, is for time to tell. So far as could be gathered in informal inquiries the chests will go into their full campaigns, most of them deferred until after election, with full confidence in their ability to reach their goals. For the most part goals are not yet set, but it seems probable that they will aggregate some 10 percent higher than last year. Relief will figure when it comes to budgeting, but the relief appeal will not be emphasized. Character building, services to youth and children, rehabilitation and health activities will be the backbone of this year's appeal.

Vistas for Volunteer Programs

By RUTH HYDE HARVIE

President, Association of the Junior Leagues of America

THE job a volunteer does or how well or ill she functions in it does not interest me particularly. What I am interested in is the impact, present and future, on the social programs of our communities, of large groups of lay people whose experience in sharing community responsibility has transmuted passive acceptance of things as they are into active insistence that they be bettered. Therefore, I am probably unjustly critical of volunteer programs where the only measuring sticks used are performance and efficiency, where the volunteer is looked upon as a filler-in, a supplement to be accepted or rejected. Rather I prefer to consider the volunteer job as an opportunity to develop the social conscience of one more member of the community.

Many social workers tell me that this is a lovely thought, but that their immediate aim is to carry out their agency's program as well as possible. The development of a social conscience for the community is a bright star but a distant one.

Let us look for a moment at the framework of a volunteer program which at least might reach toward that distant star. Inevitably you plan some preliminary education for your volunteer, orientation to social work in general and in particular to the field of work in which she is to serve. Intelligent placement follows naturally—training cannot be wasted on square pegs for round holes. Then adequate supervision becomes essential—by now your volunteer is part of your agency's investment. And finally, continued and specialized education is indicated for it has become obvious by now that those famous twins—efficiency and reliability—follow hot on the heels of the interest aroused by education and kept alive by the possibility of enlarging the scope of the volunteer job.

It would seem that the agency that develops and supervises its volunteers within this framework would find itself blessed with a group adapted to four important roles:

First, that of prompt, reliable and efficient volunteer workers—good because they are interested, because their imagination has been stimulated, because they see their jobs as progressively important instead of dully static; second, that of potential board members who know the methods of their agency because they have worked in it, who know its place in the community scheme, and how it meets the standards of its field—board participants rather than necessary appendages with pockets and purses.

The third role is that of interpreter, though not necessarily in formal fashion. Intelligent chat over dinner, at the bridge table, in the office and at the club is more valuable than is generally recognized provided it is founded on experience rather than hearsay. The fourth role—and I am back where I started—is that of citizens for tomorrow whose developed and disinterested social consciousness enables them to use their judgments wisely.

Given an ideal for volunteer programs there are still certain things which disturb me. I wish that all social workers would stop telling volunteers and board members and the world in general that it is a "privilege to be able to serve." I suppose this approach was developed to get away from the duty motif, the "duty" of the fortunate to help the less fortunate. Whatever its origin, I do not believe in it as an appeal. You can take or leave a privilege and the very word implies a certain immunity from

consequences if you do not take it. That immunity has certainly vanished if it ever existed. Social workers have got to convince us volunteers that we are necessary, that we are denying the instinct for self-preservation if we refuse to serve, that unless we take on a part of the load they will fall under it. We really don't believe that now.

MY next trouble is that once an agency has netted a volunteer it is likely to throw her cold at her job. I've known girls who have worked in hospital clinics who have never set foot in any other part of the hospital than the dispensary. Patients whom they welcomed and catalogued might just as well have been suspended in space as far as these volunteers were concerned. They had no background, no future. The relation of the dispensary to the hospital and the relation of the hospital to the general welfare program of the community was for them a dim mystery.

Perhaps it is too much to ask that every volunteer be given an orientation course, but I am convinced that a long personal interview with the supervisor and an opportunity for the volunteer to observe all phases of an agency's work before she starts her own, would bring big returns in interest and intelligent performance and might bring out unsuspected capabilities. Some volunteers are executive, others are fitted for the aide services; still others have personalities, education and intelligence which fit them to start as case work students. But some times, it seems to me, the agency attitude is that, in the style of Gertrude Stein, a volunteer is a volunteer is a volunteer.

A volunteer, just as much as a trained medical worker, must work in a job where his particular talents, interest and available time can be used most effectively. I believe the generally accepted requirements for a volunteer are a sense of responsibility, a recognition of personal limitation, and a capacity for growth and development. But I submit that for the most part volunteers are not given responsibility commensurate with their ability; that there is a general underestimation of qualifications because not enough time and thought are given to selection and placement and that in many cases the volunteer jobs offer little opportunity for growth and development.

Volunteers must be interested in the possibilities of their jobs, convinced of their future before they will go to the effort of educating themselves for those jobs. It would seem a sound principle to interest volunteers before giving them special training rather than to offer the special training with the hope that interest may flower from it.

The same principle can be applied to boards. Of course some boards are vestigial remains and nothing can be done about them except to hope that their bank accounts are inexhaustible. Others remain stolid in the face of frequent suggestions of education and analysis. Again the trouble is that training and analysis are offered before interest is quickened.

There are of course many live vigorous boards whose members are real participants in agency affairs. I hear however of many social workers who have to struggle against indifference and last century thinking in their boards. I suggest to social workers that they are too kind to such boards. Why not tell them the truth about their agency. In executive reports, why always highlight the nice features of the work, playing down its trials and tribulations? Throw the grief in the board's lap for a change! You may have trouble on your hands for a time but the excitement may be the turning point for that board and that agency. Whatever happens, you will have stirred up interest, and suggestions for education and analysis are then in order. Of course, you might be fired. If you are, you will probably be thankful and find a job where you will have participating board members instead of a museum of antiquities.

In speaking of board members, I have used several times the word disinterested. My good citizen of tomorrow who is the volunteer of today will surely fail in her judgments and decisions if her heart and mind are so engrossed by a single agency that she is blind to the rest of the problems of her community. It is easy to be selfish, to attempt to divert to a particular agency all the time and attention and interest of as many lay persons as possible. But surely this is short sighted and the volunteer program with vision behind it will foster interest in all phases of the social program rather than attempt to rivet the eyes of the volunteers to any single project.

I have spoken about volunteers, their placement and training and about board members, but there is a wider utilization of interested lay people in carrying out special projects which relate to social welfare. I have in mind, as an example, the study of mothers' aid in Virginia made by the four Junior Leagues in that state—Richmond, Roanoke, Norfolk and Lynchburg. The study was carried on for a year. The first step in it was a legal investigation to make certain that, although the state appropriation for mothers' aid is ridiculously insufficient, the law as an instrument is adequate.

DURING the first six months of the study the volunteers from the four leagues, under the direction of the Child Welfare League of America, collected from the files of agencies throughout the state data on all mothers eligible to receive aid, the case worker of each agency determining the eligibility. In the second six months the orphanages were similarly studied and the county FERA directors were interviewed. All the material was then submitted to the Child Welfare League for compilation into a report to be used as a basis for appeal to the legislature for an adequate appropriation.

Perhaps that appeal will succeed, perhaps it will fail; but in any case the Virginia survey will have an importance hard to estimate today in the impact on community programs of these four groups of young women whose disinterested social consciousness was certainly widened and deepened through their volunteer job.

Social workers say that the chief liabilities of volunteers are their fluctuating interest, their uncertain time schedules, their emotional rather than intellectual approach to their jobs. Volunteers complain that their interest fluctuates because their capacities are underestimated, their jobs static and unsatisfying; that their reliability is in ratio to their interest and that better orientation, training and supervision would result in the desired intellectual approach. These differences might be reconciled I believe if emphasis were on long time rather than on immediate results. Immediate demand for performance and efficiency would be satisfied in many more cases if we measured volunteer jobs as instruments for the creation of disinterested, intelligent citizens for tomorrow.

A Tilt With the Poor Laws

By RUDOLPH T. DANSTEDT
Family Welfare Society, Boston

"THROW out the Elizabethan poor laws!" chorus the social workers wherever two or three are gathered together. All right—agreed. But how? What is the strategy that will uproot a 300-year old system encrusted with tradition? In Massachusetts we tried, recently, not to uproot but to prune, to tidy up a little, and we learned a lot about strategy, about local resistance and about the virtue of patience.

We of Massachusetts are pardonably proud of the span of 300 years during which we have had some form of home relief. We lay no claim to its efficiency of administration. We admit that our relief officials have shown good and bad and sometimes amusing ingenuity in their method of "overseeing the poor" in the 355 cities and towns of the state. But, such as it is, our method has become a tradition, and therefore resistant to change. In the past four or five years individual communities here and there have set up modern relief departments, but in most places the "agent" has just expanded. Traditional New England self-determinism prevailed and experience in, say Provincetown, rarely filtered through to Williamstown and vice versa. A central nervous system was badly needed, it seemed, for these 355 "helping hands."

A gentle gathering of the reins was proposed in the state legislature in the spring of 1935, in a bill which would coordinate local relief agencies while permitting a high degree of local autonomy. The bill was rejected to the ringing tune of: "A mother knows her children, a town its citizens. How can a stranger run town welfare?" However the door to change was kept ajar by means of a special recess commission of the legislature appointed to study the bill and the public welfare laws. In traditional manner, the commission was to conduct public hearings throughout the state.

Somebody, it was clear, had to advocate the principles of the bill at these hearings, somebody had to organize interest. The summer went by before that somebody appeared. But in the early fall, just a few weeks before the beginning of the hearings, the Massachusetts Committee on Relief Administration, briefly the Steering Committee, accepted the challenge. This Steering Committee, organized in 1933 at the suggestion of the Family Welfare Society of Boston, was a voluntary association of public and private social work executives. Its membership was small and not well enough distributed geographically to assume responsibility for state-wide organization. However it came forward with a plan and assigned me as a special representative to follow it up throughout the state.

The plan called for preliminary meetings in each community where a hearing on the bill was to be conducted. It was hoped and believed that discussion of the need for public welfare reorganization would bring out, at the subsequent hearings, advocates of the bill or of its principles. The more persons who appeared at the hearings the better, for after all, legislators are more apt to be impressed by a show of hands that seem to represent public opinion than by arguments about "the good of the service."

In the first community tackled a private agency agreed, somewhat reluctantly, to arrange a discussion to include the local public relief director and several socially-minded citizens. The bill was not popular with the local relief officials, and the private agency executive was apprehensive lest her sponsoring of the group might militate against the existing, satisfactory, public-private social work relationship. The relief director did not make the issue easier when he included his legal counsel in his acceptance of the invitation. However the director came alone.

The discussion was effective. Under friendly argument the director lost his early antagonistic attitude and the agency executive her apprehensions. Finally, two of the group agreed to appear as individuals at the local hearing and to advocate the bill.

This first experience fortified our conviction that private agencies were the logical channels for organization, and that public agency representatives should be included in the discussion groups. A schedule of preliminary meetings, which tried to anticipate by several days the local hearings of the recess commission was now arranged in the communities. The majority of the agencies that cooperated were not identified with the Steering Committee. Occasionally the question arose as to the inclusion of representatives of organized taxpayers. If these representatives were interested both in taxes and in social issues, they were regularly invited. Consistently no potential and informed critics could be omitted.

THE discussion method usually worked surprisingly well. In two cities the groups were too large and participation was confined to a few technically informed individuals. The display of numbers had its effect, however, for one of the relief officials, bitterly opposed in his own councils to legislative changes, spoke favorably about state leadership and at the later public hearing condemned state-wide diversity of standards. Another city official, not in the relief department, who had been an interested auditor at the discussion meeting, gave mild but public approval.

Organizing meetings in communities where no private agencies were available was time consuming, but not difficult. Interested individuals could invariably be found to serve as sponsors. In one instance a prominent citizen not only agreed to organize and sponsor the meeting but also arranged personal contacts with the chairman of the recess commission.

Personal contacts were highly important to our program. In the capacity of observer, I attended most of the hearings, developed acquaintance with members of the recess commission and found opportunities for informal discussion with several of them. Relief officers were interested in what we were doing and anxious to give their viewpoints. Lay participants in the discussion were often confused by the intricate relief laws and wanted to talk about them after the meetings.

The value of reaching a community in advance of the hearing was frequently demonstrated. In place after place,

where time had not permitted a preliminary meeting, the local officials came to the hearings with fire in their eyes, and damned the bill and all it proposed with, "We don't want a czar in the State House." On the contrary, in places where good preliminary work had been possible, criticism was more discriminating and the principle of state leadership more acceptable.

What were the end results of the efforts of the Steering Committee? Well, Massachusetts did not get its central nervous system for relief administration. The bill was rejected by the commission. But the Steering Committee does not concede that the day was irrevocably lost. On the side of gain, it counts evidence all over the state of willingness to respond to leadership in examining the time sanctified patterns of public welfare, and it sees potential local leadership in the several hundred influential people, well distributed geographically, whose concern about the assets and liabilities of the Massachusetts system has been quickened. In two communities, where the public welfare situation was far from satisfactory, there is indication that the groups brought together to discuss the bill will grow into local committees for action.

The committee also counts as gain what it has learned about the length, breadth and thickness of resistance to scrapping anything as time hallowed as the poor laws, and what it has learned about the strategy, persistence and patience it will require to overcome that resistance when the time comes to try again. For the committee, though it lost the first engagement, has not retired from the field. It "lives to fight another day."

As WPA Goes On

By DONALD S. HOWARD

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CHANGES in policy and shift in emphasis in the Works Program since the passage of the Emergency Relief Appropriation Act of 1936 now are established sufficiently in practice to be noted. In general of course the program is still governed by the orders, rules and regulations of the original setup. Of greatest interest, perhaps, are the new standards of eligibility for employment. Receipt of relief is no longer a prerequisite, since Congress prescribed that persons "in actual need of relief" shall have the same eligibility as those from relief rolls.

The actual effect of this regulation on the procedure of public relief agencies authorized to certify persons for Works Program employment is still largely matter for speculation, with practice varying widely and at least two large questions not yet answered. Will it lead to a reclassification of relief applicants? If the person certified as "in need of relief" fails to secure a work assignment, will this entitle him to relief from the certifying agency?

Congress also specified that, in determining the need of applicants, no consideration should be given to soldiers' adjusted compensation payments. It further specified that aliens, illegally in this country, are not to be employed "knowingly" by agencies cooperating in the Works Program. In practice, application of this latter provision seems to vary from laissez-faire to extended inquiry on dates of birth, arrival in this country and naturalization.

By administrative order, the minimum age for employment, previously fixed at sixteen years, has been raised to eighteen on all but student aid projects of the National Youth Administration, and except for youths already working on NYA projects as of July 1, 1936. Also by administrative order, persons on probation and parole, hitherto ineligible along with "persons serving sentence in penal or correctional institutions," may now be assigned to WPA jobs. The numbers affected are undoubtedly few, but the social policy is established.

The federal WPA has recently reemphasized its control over the number of noncertified workers, formerly known as nonrelief workers, employed on any project, and over monthly expenditures of state administrations. The WPA in Washington must now grant all exceptions to the rule that at least 90 percent of the workers on any project of any agency must be from among those certified as in need. Heretofore, such exceptions were often granted on the authority of state administrators, although there was much uncertainty as to their real jurisdiction.

The federal WPA has also extended its control over state WPA's through the inauguration of monthly limitations upon their expenditures. As heretofore, the President releases funds to the WPA, which notifies the various states of their allocations; but expenditures may now be made only in amounts authorized, from month to month, by the federal WPA. Incidentally, although the federal appropriation is supposed to remain available until June 1937, administrators have been warned against starting projects that cannot be finished before March 1 lest a lack of funds prevent their completion.

The increasingly important role given state and district WPA's, in coordinating the programs of other federal agencies in the Works Program with their own, is another significant change. One example of this is the transfer from the U. S. Employment Service to the WPA of responsibility for making assignments and reassignments of certified persons to projects of other federal agencies, although there is no change in the provision that all employes must be registered with the USES. From the beginning, local WPA units have frequently exercised the prerogative of assigning and reassigning both relief and nonrelief workers to their own projects, although there has always been some question as to their authority in connection with the nonrelief group. Now, the local WPA's are responsible for assigning certified workers to projects of other agencies, as well as to their own, but are clearly directed to requisition noncertified workers from the USES just as other federal agencies must do.

This authority, together with the consequent better knowledge of available labor and labor requirements, should enable the local WPA offices to plan their own programs more efficiently, and to coordinate them more effectively with the programs of other agencies.

Another example of the increasing jurisdiction of the WPA over the activities of cooperating agencies is its new

tralization of the WPA program. For instance, funds ployed by other federal agencies. Under previous arrangements, local WPA offices seldom knew who were employed on projects of other agencies and had no control over them. According to present policies, lists of such workers currently employed are submitted to district WPA directors of employment who must ascertain whether they meet the requirements that at least 90 percent have been certified, that no person under eighteen and only one member of a family is working, and that aliens illegally in the country are not "knowingly" employed.

The original scheme of fixed monthly hours, for a fixed "security wage," is no more. Congress ruled that the prevailing rate of wages shall be paid on all projects, yet by administrative order the "schedule of monthly earnings" is retained. This means fixing the hours to be worked per month by each individual at the number which, when multiplied by the prevailing hourly wage, will give him monthly earnings according to his classification. This is the same device adopted under earlier work programs to supply the "budgetary deficiency."

With the vanishing of the "security wage," went also the policy of payment for time lost on account of bad weather, lack of materials, or other factors beyond the control of the worker. Under regulations now in effect, workers must put in one hour's work for each hour's pay; but local administrators are urged to arrange that time thus lost, including legal holidays and time taken off to vote, may be made up later, hour for hour. Meanwhile, the lowest category of monthly earnings, those in Region IV comprising the states of Alabama, Florida, Georgia, Mississippi, North and South Carolina, and Tennessee, have been raised to the level of Region III, which includes Arkansas, Kentucky, Louisiana, Oklahoma, Texas and Virginia.

There are signs of some desire on the part of the government to counteract general impressions as to the centralization of the WPA program. For instance, funds allotted by local governmental units sponsoring projects have heretofore been called "sponsors' contributions." A recent WPA General Letter urges that projects be spoken of normally as "sponsors' projects" and federal participation as a "federal contribution." A similar emphasis was evident in President Roosevelt's recent fireside chat discussing drought relief projects.

In the same General Letter, local directors are given direct responsibility for seeing that sponsors actually pay the amounts they pledged to the projects. However, the obligation remains a moral one, enforceable only by pressure or threat of withdrawal of funds from other projects of the sponsor.

The new Act repeats the provision of the 1935 law that federal WPA officials and regional or state administrators receiving $5000 or more a year shall be appointed by the President, by and with the consent of the Senate. The new legislation goes further than last year's, however, in specifying that appointments either to administrative or advisory federal positions connected with the WPA in any state, must be made from among the bona fide residents of the state "so far as not inconsistent with efficient administration." Another provision, much quoted by political adversaries in charges and counter charges, makes it a misdemeanor to threaten, intimidate or discriminate against any person on account of race, religion or political affiliation, so as to deprive him of benefits to which he is entitled under the Act.

This brief review of changes now in progress might be extended. The changes, both in the law and in policies reflect the effect upon the Works Program of pressure from many directions, some exerted upon it directly, some through Congress. Reflected are pressure from labor organizations, pressure from local taxpayers and governmental units, and perhaps most of all pressure from the WPA's accumulation of its own past experience.

Twenty-Five Years Ago in The Survey

October 1911

THE National League on Urban Conditions Among Negroes* was formed by the consolidation of three older organizations. George E. Haynes of Fisk University was named director and Eugene Kinckle Jones field secretary.

**Now the National Urban League for Social Service Among Negroes of which Mr. Jones has been executive secretary since 1916.*

OUT of 207 federal prisoners paroled last year by the new federal parole boards only one broke faith, said Attorney General George W. Wickersham to the American Prison Congress.

THE New York State Conference of Charities and Correction, meeting in Watertown, discussed the restoration of outdoor relief in New York City, where it had been abolished thirty years before. Robert W. Hebberd, secretary of the State Board of Charities, "contended that private outdoor relief was inadequate, especially in the case of widows, and that such relief was a proper function of government." He "could hardly bring himself to a return to the old system but recommended that in suitable cases the private relief societies should have means put at their disposal from the public treasury under some plan whereby the private societies would supply the machinery of distribution, rendering unnecessary the duplication of effort and keeping out all political consideration." Edward T. Devine "denied that relief is a public function. He said the question is not whether private charity would like to have more money to spend but whether public outdoor relief would be beneficial. Public outdoor relief would require at least a million dollars in New York City and he firmly believed . . . that with it there would be more neglected poverty and distress than without it."

THE thirteenth International Congress on Alcoholism endorsed "the pledge method of reforming drunkards."

FRANCIS H. MCLEAN left the Charity Organization Department of the Russell Sage Foundation to head the new National Association of Societies for Organizing Charity.* Fred S. Hall, formerly of the Pennsylvania Child Labor Committee, was appointed associate director of the Charity Organization Department of the foundation.

**Now the Family Welfare Association of America of which Mr. McLean is staff consultant. Mr. Hall, who in 1928 became editor of the Social Work Year Book, retired last year.*

Planning the Welfare Program

By NEVA R. DEARDORFF

Director, Research Bureau, Welfare Council of New York City

What does voluntary social work face as the price of unity and order in the American social welfare program, asks Miss Deardorff in this, the second of two articles drawn in part from a paper presented before the National Conference of Social Work. In her first article, published last month in *The Survey*, she discussed the competence and responsibility of voluntary social work to plan for the community, the state and the nation.

IN discussing what conditions in recent years have characterized local and national governmental welfare programs in relation to the conduct of planning, it can be said with truth and also with sympathetic understanding, that the federal government's welfare program has been subject to very wide, very rapid and what seems to the onlookers, essentially unpredictable changes. Whether the program could have been differently conceived or differently operated with incidentally another set of assets and liabilities; whether it could have been less violent in its fluctuations are points not essentially germane to our question. The only point here is that the changes instituted have been of such a nature as to make it practically impossible for voluntary agencies either to arrange their programs or to plan their work individually or collectively with reference to the government's program for even a few months in advance, or, often, to get any sense of what the government wished or expected them to do. Decisions with regard to the size of various parts of the federal program, the direction in which some parts of it were going and the means and method of their operation, have been at times matters about which voluntary social agencies learned only at the time the changes were being effected.

In the case of state and local governments, communities have varied, with no generally accepted scheme of relationships established by which voluntary social agencies or social workers could participate in the shaping of these changes. Moreover within the last few years the local governments themselves have had the same problem as the voluntary agencies with regard to the federal program. These conditions have been hard but it has been recognized that the intentions of the present government were humanitarian and its task stupendous.

This carries us to the question of whether a more stable national policy in social welfare programs may be expected to emerge fairly soon—a program which has some quality of sustained direction. In a recent article in *The Yale Review*, Walter Lippmann compared the policies common to the Republican and the Democratic administrations in recent years, in the hope that thereby he could discern the nature of the new phase of national life into which we are now moving, regardless of what party holds the reins of government. After reviewing the recovery policies of the last six years, he says:

> Here we have an assumption of responsibility for the operation of the whole national economy and the conviction that all the reserve power of government and all the resources it can command may and must be used to defend the standard of life of the people "against forces beyond their control." . . . It would seem that the decision which Mr. Hoover took in the autumn of 1929 is irreversible: he committed the government to the new function of using all its power to regulate the business cycle. . . . Because Mr. Hoover and Mr. Roosevelt have regulated a slump, their successors will also have to regulate a boom. The business cycle has been placed within the orbit of government, and for laissez-faire and individual adjustment and liquidation there has been substituted conscious management by the political state.

To the extent that the government fails to manage the business cycle successfully and permits depressions, it incurs the obligation to provide for people by other means and a part at least of these other means will be its social welfare program. The faster we can develop some generally accepted nucleus or design in national welfare policy for periods longer than four years, the better off we shall be. Unless we can do that we shall continue in the era of striving for salvation by election, rather than salvation by hard thinking on the part of all of us. The kind of national social welfare program to which all people of disinterested goodwill now look forward is one that, through quiet work performed day by day and year by year, builds and operates a network of social relationships that on the one hand keeps as many people as possible free from the necessity of attention from professional social welfare forces, even the insurances, and on the other operates for those who are in need in a sure, straightforward and competent way. Such a national welfare policy must have a reasonable degree both of stability and of flexibility. How to harmonize the new flexibility with some stability and dependability is one of our knottiest problems.

BECAUSE no problem gets solved unless some one tries to solve it, we come to our final question: What is social responsibility and how does it arise? Let us think for a moment about this idea of responsibility—a word often on our lips but seldom defined. Can we start with the idea that it encompasses both an ethical and a positive active role, and that the ethical has some negative aspects to it—a few prohibitions? In discussing voluntary social work there were references to its somewhat peculiar constitution: its diversity and its separatist tendencies and the nature of its support. These conditions lead us to questionings:

Has the time come when, in the interests of seeing better the whole community welfare picture and the problems of its planning, voluntary agencies should cease entirely from playing up their superficial differences from each other and from the public agencies and try to see and publicly to describe the similarities within a functional field and the

relationships between fields? In the drive to be distinctive, superficial distinctions tend to be emphasized and common elements often ignored. Insofar as the differences are superficial, this is a confusing practice and obscures the picture of social welfare services.

Does voluntary social work, in a period of change that seems to threaten its own existence and influence and that often causes it inconvenience, have any obligation to maintain a just attitude toward the government's programs and activities? We see outcroppings here and there of disposition to depreciate the public service and to capitalize the mistakes and inadequacies of public policy and administration. These need attention but not from competitors.

Is it too much to ask that those in voluntary social work refrain from any and all of the following attitudes: a tendency to ignore the existence of the public agencies entirely, or only to criticize adversely; an urge to act as the mentors and general guardians of the public services, with resentment if the proffered advice and suggestions are not promptly and unquestioningly accepted; an indiscriminate defense of such part of the public program as may be identified as coming directly from voluntary social work.

In view of the fact that in many branches of social work it is only as the public agencies now assume great loads that the voluntary agencies achieve freedom to attempt the kinds of work that can give them distinction and character, is it improper to suggest that they not invest with peculiar sanctity something that they are able to do only by reason of the fact that the public agency is carrying most of the load?

Has the time come for voluntary agencies to make clear that the kind of experimentation open to them is not unlimited in its character? All that can be tried on a relatively small scale is open to them, but what can be learned only by means of huge operations is not within their powers, with the possible exception of the American Red Cross. Should not the voluntary agencies give up or modify the dictum that theirs is a peculiarly or exclusively advantageous place in which to conduct experiments generally in social welfare administration or in social work methods?

Has it not become clear also that voluntary agencies now have inherent handicaps as places in which a rounded social work experience, associated with professional education, can be acquired? Has voluntary social work a duty to desist from any further exclusive claims of that character?

Is it not obvious that community welfare planning, if it is to be practised with any effect, cannot be a function lodged solely with or preempted by the people in voluntary social work? Planning mechanisms must be more broadly representative and include not only public social work but allied professional and probably other public interests.

VOLUNTARY social work is not tarred extensively with these offensive or obsolete attitudes. But there is a touch of them here and there throughout the country—finger marks if you will. Should they not be polished right off as we enter the era of our new public welfare program?

With these questions about prohibitions out of the way we come to the matter of positive responsibilities in the relations of voluntary social work to social planning and its elements.

Responsibility in the sense of actual, tangible, special obligation for a task so exacting and essentially so difficult as that of taking part in planning for human welfare, can come about or arise, it seems clear, in no other than three ways:

A definite commitment or promise, wisely or unwisely made.

A presumption arising from past performances that leave no doubt as to ability.

A favored position or set of circumstances which strongly imply a reciprocal obligation on the part of the persons in such position, to utilize it in the interest of the community as a whole if the community needs their service.

In this country the field of social planning is open to anyone who wishes to try his hand, but can the obligation be fastened specially on him in any way other than the three listed above? Should we not ask then whether voluntary social work, as described, is actually under obligation for planning as described and if so on what basis? What promises have been made with regard to planning the nation's and the community's welfare program or even taking part in it? What planning has been done that would lead to the belief and the conviction that voluntary social work actually could plan? Finally, is voluntary social work in such a strategic or favorable place that the community has a right to expect that it will utilize its favored position to help with light and leading? Are there any precedents or *mores*? Is there any planning record?

ARE not the answers to our questions: first, that voluntary social work, taken as a whole, actually has made no promises but that parts of the social work establishment are edging up toward making them; second, that not enough planning of social welfare programs on the scale now needed, actually has been done, to date, by voluntary social work, to create an obligation for it to continue; and finally that, although the position of voluntary social work is handicapped in some ways for participation in planning, its position for helping with that difficult job is better than that of many other groups. It is from this position that its obligation grows. Whether it can or will fulfill its obligation to contribute more effectively is probably the most important question that it will have to answer in the next ten years.

If voluntary social work should accept the obligation it will need to envisage it in terms of the several components of social planning.

With regard to activities and their aims has not voluntary social work the obligations: to describe each kind of social work activity accurately, to tell what it is intended to accomplish, and how the need for it might have been prevented; to report scientifically whether or not, or to what extent activities achieved their aims; to describe activities and their results in such a way that intelligent persons, whether or not they are social workers, can understand them; to describe them with some regard for pointing out elements common to other social work in the given functional field and in related fields and thus to keep such records as will gear into a continuous roster of all the social work activities in a given community, whether their auspices be voluntary or public?

With regard to quantity of effort expended, has voluntary social work any duty to take an interest in total volume of social welfare services performed in each field for

the whole community; to organize means and methods for measuring at regular intervals the volume of effort expended; to measure regularly the volume of effort against demonstrated need for services of a definite character; to educate the community to understand the meanings of changes in volume in the various branches of social work, and to accept readily a change in emphasis and of expenditures from one branch to another?

With regard to methods—that is, social work practice—does voluntary social work have any duty closely to scrutinize the methods that it uses in order to develop a more truly scientific foundation; to lower unit costs without sacrifice of quality and chance of successful results; to analyze method for implication as to minimum qualifications of persons using the method? Does voluntary social work acknowledge any obligation to contribute to the common fund of scientific social work literature and to participate in cooperative research into method?

WITH regard to the development of expert skill in the application of method, does voluntary social work have any duty to analyze the elements of skill and expertness in workers; to evolve ways and means by which degrees of expertness and skill can be detected or recognized with some degree of objectivity; to classify social work processes in terms of their demands for skill of the various degrees; to develop ways and means to enhance the skill of the personnel in social work; to experiment in the application of personnel practices that have proved effective in other fields of endeavor?

With regard to support of the community's welfare program, do voluntary agencies have any duty to employ such accounting methods as will make possible analysis of expenditure from the community point of view, to find out and advise the community accurately as to its economic basis—gifts from wealthy donors and from small wage earners, endowment, public subsidy, payments for services rendered—both for the whole and for its various parts; to study the problem of the support of the unpopular but vitally necessary elements of a good community program rather than to cater to uninformed contributor preferences or insular group prejudices?

These are important separate elements in planning the welfare program. Can we synthesize them and actually grapple with planning, which requires the consideration and appraisal of all of these aspects of the welfare program together? Are the people in voluntary social work prepared to face the possibilities, and the unescapable implications for individual agencies, that:

Definite opportunities for revising beneficially the total program of voluntary social work itself will appear in many places.

Control of growth probably will require at least the provisional establishment of some priorities among the several parts of a welfare program to encourage the exploration and development of certain types of work, to expand or contract volume here or there, to accent teaching or research in connection with some organizations.

The organization, architecture and design of voluntary social work, when seen, will appear susceptible of improvement in specific ways.

The optimum size of units of organization and their more rational geographical distribution will claim attention.

Easier interplay between voluntary organizations and with the public organizations will be matters of planning.

The common elements of method will be identified, and the qualifications of people competently to apply methods will be emphasized.

There can, however, be no effective consideration and planning of the elements together until there are genuinely acceptable instruments by which consideration of action in the interest of the whole can take place. This consideration and action will be achieved only at the price of some forfeit of the right of self-determination on the part of agencies individually and by groups.

The reorganization of the welfare service program of most American communities will have to employ collective and cooperative consideration. But such a process is a sham unless each participant is prepared to study the whole, to express as unbiased a judgment as he can and to accept, after proper examination and hearings, the group decision. Planning is the antithesis of laissez-faire and its application in the field of social welfare policy making and administration is not possible without a genuine appreciation of its values in relation to its price. But unless voluntary social work can get itself in some good cooperative formation, it will be in a very poor position to attempt to sit around the table with the various agencies of government in the interest of the larger problems of community coordination and planning. These ideas are recited here not because they are new but because most of them still await application and trial.

Community welfare planning, if it is anything, is a high form of social art based on knowledge of community conditions and of what constitutes a workmanlike, efficient job; but it transcends knowledge. The artists who practise it must be possessed of a driving urge to see a community lifted to higher levels of performance and of capacity to reach the conditions of well-being that we know are possible. Imagination, inventiveness, and inspiration—if it can be mustered—balanced and guided by knowledge and wisdom, are the wherewithal of planning. As is the case with other arts, there is always need for its practice by great artists, and room in its galleries for minor ones and for amateurs.

CAN the attributes that planning requires be commanded? Can they be exacted? Indeed, can they be promised? Not formally. But perhaps they can be evoked, encouraged and cultivated. And if they can, surely it is the business of voluntary social work to be taking part in that process of encouragement. Our country needs as it never has before, a substantial body of people with capacity to think and to lead in affairs of social work. Not faultfinding, not nostalgia for an old order, not a clinging to some prerogative by either Brahmin or Bolshevik, not panaceas, but hard, honest work to push through to new solutions, new adaptations, new ways of applying broadly the soundest knowledge that we have.

If voluntary social work can pass on to young social workers the means of finding themselves in this new scene, and of pouring their young enthusiasms and intelligence into the common fund of civic energy, it not merely will have claimed an area of responsibility in the development of the public welfare program, but will have occupied it.

The Common Welfare

"Believe It or Not"

WHEN and if social workers in public agencies win their battle for civil service status they will find themselves under the blanket with a varied assortment of public servants. C. Lyle Belsley, director of the Civil Service Assembly, Chicago, is responsible for what he calls a "believe-it-or-not" list of odd jobs whose incumbents have a status not generally held by social workers. For example: St. Louis gets its leak inspector through civil service examination and Portland, Ore., its nuisance inspector. In California, state tree trimmers are under civil service as are the kennel men in the Los Angeles dog pound. On Cincinnati's civil service lists are dishwashers, bus boys, bed makers, baseball umpires and horseshoers. Milwaukee County, Wis. gives a civil service test for the job of calf herdsman, and Maryland for the job of mail censor. New Jersey has employed through civil service an historian and a jiu jitsu instructor.

Homeless in Winter

WITH snow already in the news from Denver and rural prognosticators discovering in onion skins and bird feathers gloomy portents of a long hard winter, it is not too soon, indeed it is a little late, for communities to face the question of what they propose to do in relation to the treatment of homeless men. The record, after the federal transient program ended last November, is nothing to be proud of. [See On Every Town's Doorstep by Ruth A. Lerrigo. *Survey Graphic,* June 1936, page 363.] In general, it shows a breakdown of efforts toward individual treatment, numerically small at best, and a relapse back to mass shelters—"sleep 'em and feed 'em and shove 'em along."

Of all the relief problems of big cities, few are more baffling than those raised by large numbers of homeless jobless men whose claims on sympathy the general public is slow to admit. The mass shelter has been the cheap and easy way out, though more than the present generation of social workers has borne witness to its high social cost in individual demoralization. Like it or not, the mass shelter is still "the American way" of caring for men without homes or jobs, and great numbers will be subjected within the next few weeks to its doubtful mercies.

How doubtful those mercies were in New York last winter is testified to by Darwin Meserole, long an acute observer of conditions in this area. In a tour of the various emergency annexes by which the Department of Public Welfare had multiplied the capacity of its municipal lodging house to 15,000, he found, in spite of the admitted good intent of the responsible officials, conditions of overcrowding, insanitation and of "needless hardships" that revolted his every humane instinct. The grimness of his winter picture was highlighted by a police census made between midnight and dawn on April 1 when 5823 men, women and children were found sleeping in subway trains, in parks and abandoned buildings, under bridges and in ferry, railroad and bus terminals.

Public welfare officials, hard driven by shortness of funds and by the relentless pressure of numbers, share Mr. Meserole's conviction that "it doesn't have to be like that." The respite of the summer and the approval of certain plans as WPA projects have been taken as an opportunity to overhaul the whole shelter system. Reconstruction, including plumbing, heating, laundry facilities and so on, will be completed this month, it is announced, of two large annexes where conditions last year were unfavorable. A reequipped shelter for women is already in operation. A six-story building in the commercial lodging house district, midway between the Municipal Lodging House and its largest annex, has been assigned for feeding men in large numbers and for lodging convalescent venereal disease cases undergoing treatment at Health Department clinics. But to date, its actual operation has been contingent on official agreement on where to charge the cost of a new heating plant. Here, as elsewhere, there is need for the continuous pressure of public concern.

No one holds, least of all responsible public officials, that overhauling facilities will solve the problem of care for homeless men. The answer is not as simple as that. But by taking time by the forelock before severe weather sets in, much can be done in removing the needless indecencies and rigors of a type of relief that at best has little in its favor.

Chiselers

CERTAIN employers are hiring men at part time on low wages, counting on public relief to carry workers, according to a complaint laid before President Roosevelt by Mayor La Guardia of New York in the course of a recent conference. Every effort is being made to prevent such a public subsidy to private industry, the mayor stated. In a press interview, following his talk with the President, he said, "We have not yet got the cooperation from business and industry that we should get. . . . We need the cooperation of the very people who are complaining loudest about the costs of relief work."

The matter is not to be dismissed as a campaign charge. The Emergency Relief Bureau and the N. Y. State Labor Department are making a payroll study, a preliminary report of which will probably be published by the bureau this month, covering every industry in the city known to have workers on relief. The study is being made by trained investigators on the staff of the division of statistics of the ERB. The State Labor Department, through Frieda Miller, head of the Bureau of Women in Industry and Minimum Wage, has cooperated in planning the study, and will assist in tabulating an analysis of the data.

Already steps have been taken by the ERB in regard to taxi drivers, one of the largest groups involved. The names of all the men who have received hack drivers licenses are being checked against the relief rolls. Every licensed driver receiving relief is being called in, and informed that while he is on relief his license must be impounded with the Bureau of Licenses at City Hall. This will effectually prevent drivers being hired at part time on low wages by any company which seeks to sub-

sidize its business operations in this fashion. Charlotte Carr, executive director of the ERB states:

This practice of using relief money to supplement low wages in private industry could be stopped by legislation guaranteeing a living wage. The taxpayers should not be required to subsidize private industry. Besides, employers who depend upon public money to make up the difference between an adequate wage and the substandard wage paid are dragging down the whole wage structure of the country. The competitive advantage enjoyed by employers who follow this practice will force conscientious employers to follow the same road.

Relief and Naturalization

MOUNTING antagonism to the alien was registered last June when not a few newspapers approved the judgment of Federal Judge Wayne G. Borah of the Eastern District of Louisiana, denying naturalization to four men—in essence because they were receiving some form of public relief. It seems to have escaped the notice of most of these newspapers when recently this same judge set aside his earlier decision. Three months ago, the court acted in the belief that these men were "liabilities as contra-distinguished from being assets to the government, and for which reason were not attached to the principles of the Constitution . . . and were not well disposed to the good order and happiness of the United States. . . ." This, although they had been self-supporting until well into the depression.

An economic crisis beyond their control had forced these men to accept temporary public assistance during the period of required residence. To deny naturalization to an otherwise qualified applicant, is to set up a prerequisite for citizenship not expressly stated in the law. Certainly the applicant will be better qualified to contribute to the country's welfare if permitted to become a citizen—for as an alien he is subject to much discrimination and in some states may be legally barred from entering certain occupations.

It would have been gratifying if the reversal had been made on the basis of principle rather than because the original judgment was "predicated upon the belief that the four petitioners were and had been living entirely on the dole. . . ." an assumption, Judge Borah learned, which was incorrect. But at least, as many people are glad to note, an adverse precedent has not been established.

A New NRA

LABOR standards, set up under NIRA, were reestablished for several million wage earners in more than 6000 plants when the Walsh-Healy Act went into effect September 28. This regulates wages, hours and working conditions for all workers on government contracts, or employes in establishments fabricating materials or equipment for such contract.

Contractors doing business with the federal government must now pay their employes, while engaged on government contracts, not less than the prevailing wage for such work in the community; the eight-hour day and forty-hour week are established for government work, and child labor and convict labor are prohibited. The new law stresses safety and health. No part of any government contract work may be performed in plants, buildings or surroundings that are in any way unsanitary, hazardous or dangerous to the health and the safety of the employes.

Every federal official awarding a contract is required to forward duplicate statements to the U. S. Department of Labor, showing the contracting agency, the contract price, the order given the contractor, and other data. These records, with all complaints as to violations of the Walsh-Healy Act, will be kept at the Department of Labor.

The enforcement of the measure is entrusted to the U. S. Department of Labor, which has set up a new division to discharge this responsibility in cooperation with its solicitor's office. The provisions of the law must be conspicuously posted in the contractors' plants. Payrolls and employment records are to be open to government inspection. The books must show the name, address, sex and age of each employe, and also his occupation, hours worked, rate of pay, the amount paid each wage period, and other details.

And So On . . .

ON receipt of news of a lynching anywhere in the United States the National Association for the Advancement of Colored People displays from its office at 69 Fifth Avenue, New York, a large flag inscribed, A Man Was Lynched Yesterday. • • The California superintendent of schools estimates that 50,000 "trailer children" will be enrolled in public schools in that state this winter and warns that if the popularity of the trailer continues "trailer families" will constitute a new problem for locally supported community services. • • A New York manufacturer offers as "a special popular item for school opening" a line of school and general utility bags, "army gas mask style." • • A permanent land use program for the Great Plains states, to be ready for submission by January 1, is the task set a new committee of government experts, headed by Morris L. Cooke. The new setup follows the report of the first drought committee, which recommended studies of population trends, land requirements and crop insurance, looking toward a complete revamping of land use in the West. • • "Hippodroming by bad actors in the legal profession" has been stopped, and New York has lost one of its "shows" through changes in procedure in the Women's Court ordered by Mayor La Guardia on the complaint of the Woman's City Club. Cases are now treated as inquiries and not as trials with the courtroom so arranged that hearings are inaudible except to those concerned. • • The United States has no monopoly it seems on fancy formulas for health. An "institute" in London offers rules of life by which "chronic invalids may be their own healers." Among them: "Do nothing in a hurry. Never boil anything. Bear bravely the burdens of life without any complaint. Read 80 percent less than usual. Abstain from milk in any form and from food cooked with gas. Place head of bed to the north. Go by train rather than bus. Forgive and forget." • • "They don't want to work," yet when New York City's Sanitation Department advertised job openings for ninety-five truck drivers at $1980 a year some ten thousand men lined up for the application blanks, so filling the streets around the Municipal Building that special police were necessary to handle traffic. • • A Chicago mail order house reports that its sales of toy soldiers and cannon are at a new high. Previous peaks were late in 1897 and early in 1916, dates which "correspond curiously," it is pointed out, to America's entrance into war.

The Social Front

Relief

ALONG with the substitution of cash relief for commodity orders in Pennsylvania last month came the discontinuance of medical relief. "The decision to eliminate the medical program can only be viewed reluctantly," said the SERB announcement. "However, the cost of administering the program as well as the cost of the relief involved, has made its retention all but impossible in view of limited funds."

The change to cash relief also has required a new arrangement in place of the rent relief allowances hitherto issued to landlords in sixty-five counties other than Philadelphia and Allegheny (Pittsburgh). All relief clients in the state having verified rental or tax obligations on the living quarters they occupy now will have rent allowances included in their cash grants. Maximum weekly allowances range in rural counties from $1 for one person to $1.50 for three or more persons, and in urban counties, including Philadelphia and Allegheny, from $1.35 for one person to $2.25 for three or more. Funds to make shelter allowances possible throughout the state have been found, says the SERB "by means of a redistribution of relief items and a reduction in certain of the higher allowances now made in Philadelphia and Allegheny Counties. We believe it will be possible for as many as 50 percent more families to receive rent allowances, in comparison with the present number."

The SERB recognizes that the allowances will not permit most relief families to pay the going commercial rate but points out that in most instances they "are more than sufficient to meet actual taxes and fixed charges." It reassures landlords, doubtful that the allowances actually will be used for rent, by citing a study made in Philadelphia after cash relief had been operating for more than a year. "This study showed that of about 2700 relief families who had been continuously at one address for at least six months, 19.7 percent had paid as rent the actual amount allowed them, 70.9 percent had paid more and 8 percent had paid less, while only 1.4 percent had made no rent payments with the money granted for this purpose."

Paring Down—Reduction of New York City relief costs by more than $7,500,000 between October 1935 and June 1936 without reduction of relief allowances, is reported by Charlotte Carr, director of the ERB. Improvements, simplification, and added efficiency in administration are cited as responsible for the saving, as well as for effecting "a compact and efficient organization which can be absorbed into the permanent structure of the city government." The average cost per relief case receiving medical care has been cut from $11.13 in 1933 to $5.24 in 1936.

New Jersey—With the detachment of professional research, and the method that has been employed in a dozen or so similar studies in various localities during the past year, the Division of Social Research, WPA, has completed and published as Research Bulletin Series IV, No. 1, A Survey of Cases Closed from State Emergency Relief Administration Rolls in Twelve New Jersey Communities. The communities studied range from rural townships to cities such as Trenton, Camden, Orange and Atlantic City. In each instance random samples of 100 or 150 cases were drawn from the files—1300 families in all—and data gathered on case characteristics, income from all sources and current economic status. The report reviews the changes in responsibility, financial and administrative, during the past year, and the results in adequacy of assistance. It confirms previous evidence of diversity of practice under local administration, at its best "a type of care that compares well with former standards;" at its worst, "complete failure to meet the problems of persons destitute through no fault of their own." Policies of local officials are not solely to blame for these inequalities. "The financial condition of many communities makes it totally impossible for them to provide adequate care for the needy among their population."

The report concludes that while it is "too early to predict the final outcome of the New Jersey experiment or to pass final judgment upon it . . . the stage seems to be set for serious suffering by needy families in many of the municipalities this coming autumn and winter unless the state provides funds in addition to the $6 million already available and unless the State Financial Assistance Commission succeeds in securing a considerable degree of uniformity in relief policies and in assisting the municipalities to maintain grants at reasonably adequate levels."

Meantime newspaper commentators point out as "a peculiar aspect" of the New Jersey situation the fact that notwithstanding the demands of the State League of Municipalities for a special legislative session on relief, about 300 of the 564 local governments have failed to apply to the commission for funds.

Book-of-the-Month—Joanna Colcord's new book, Cash Relief, is the October selection of *The Family* as book-of-the-month, a position of honor awarded each month to one carefully chosen volume among the ever-increasing hordes being born to illuminate social work and the social sciences.

"Off the Dole"—The Latter Day Saints Church (Mormon), completing its drive to take all its needy in Utah and elsewhere "off the dole," expected to reach that goal by October 1. It is estimated that some 80,000 among the approximately 750,000 members of the church will be affected. Church storehouses have been filled with winter necessities, ready for distribution. Much of the money comes from "fast donations" from members who give the equivalent of two meals each month to the church relief fund.

Security

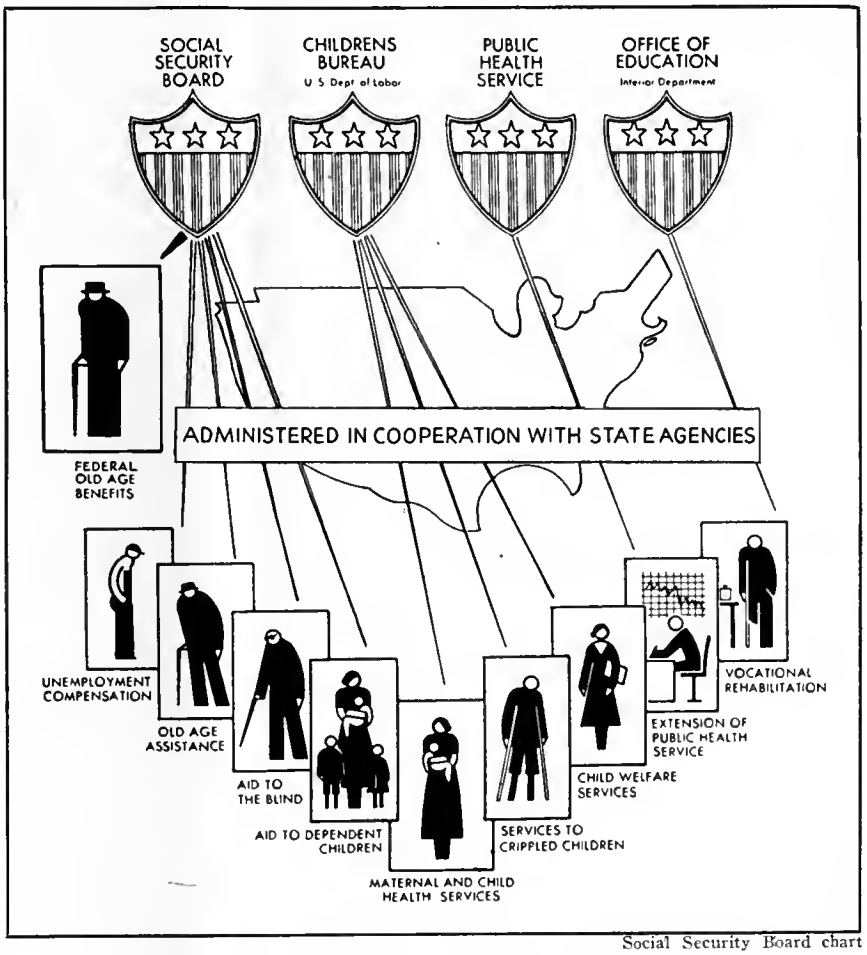
BECAUSE they are excluded from the benefits of the Social Security Act, staff members of the San Francisco Community Chest have formed a study committee, which will try to work out a plan to provide security for welfare workers.

Unemployment—Administering unemployment insurance costs each Wisconsin employer $2.24, each New Hampshire employer $6.60, according to a report on a survey conducted by the Committee on Public Administration of the Social Science Research Council, under the direction of Joseph P. Harris. The cost per employe is 2.7 cents and 14 cents respectively. The wide disparity in unit cost is due mainly, the report points out, to the fact that New Hampshire requires that detailed employe reports be kept in the central office, while Wisconsin does not. Wisconsin keeps 4800 employer ledgers and none for its 380,000 employes; New Hampshire keeps 1700 employer ledgers and 80,000 employe ledgers. Wisconsin makes 4800 entries per month, New Hampshire 328,000. Wisconsin is using trained

people, chosen by civil service examination, and has an administrative staff of fifty-six. New Hampshire, without civil service, has had to develop a personnel system in the new department. It has an office force of ninety. The committee's reporter, Walter Matscheck, formerly head of the Kansas City Civic Research Institute, found Wisconsin's administration "more smooth and frictionless in its operation" than New Hampshire's, but observes that there might be less contrast if the length of experience corresponded. When the study was made, Wisconsin had finished two years of administration, New Hampshire six months. . . . Wisconsin has set up a system of examiners and a tribunal of appeal. Junior examiners are located in twenty-two employment offices to receive applications for benefits and to obtain evidence on disputed claims. Employes of nearly 4000 employers are accumulating benefit rights based on employment since July 1. Many have registered at public employment offices in order to claim benefit, most of these because of temporary lay-off.

Utah's new unemployment compensation law has been approved as meeting the requirements of Title IX of the Social Security Act. This brings the total number of approved unemployment insurance measures to fifteen. . . . Glenn A. Bowers, director of placement and unemployment insurance, New York State Department of Labor, has sent to all employers affected by the state's unemployment insurance law, information as to the registration numbers now being issued to them. The numbers, different for each employer, consist of a seven-digit figure. The first two give the employer's industrial classification, the third the region in which he is located, and the last four the serial number of the individual employer. . . . The Unemployment Trust Fund in the U. S. Treasury is now receiving deposits from six states. On August 15, the amount deposited totalled $29,650,000. Funds can be withdrawn by the states only for the payment of benefits, exclusive of the cost of administering compensation laws. Wisconsin, which drew out $50,000 in July, is the only state which has made a withdrawal for that purpose.

She Broke a Rule—A few Wisconsin employers have reported that workers are ineligible for benefits because they quit voluntarily, or were discharged for misconduct. One pending case is that of a girl who worked for a company which does not employ married women. The young woman married and was discharged. The employer contends that she was fired for misconduct in violating a company rule, and therefore is not eligible for benefits.



Social Security Board chart

How the social security program is administered

In England—The official story of "how England does it" is contained in the first report of the Unemployment Assistance Board from the time of its appointment in July 1934 to the end of 1935. The report (price 4s. 6d. from H. M. Stationery Office, Adastral House, Kingsway, London, W.C. 2) covers in detail matters of organization, regulations, appeals, tribunals, training and industrial transference, relations with local social services, and so on. It is replete with case instances and their interpretation. . . . Sir William Beveridge, addressing the British Association for the Advancement of Science finds that British Ministry of Labor statistics now reveal an irreducible minimum of unemployment in that country between 6 and 8 percent, rather than the 2 percent which had been commonly accepted.

Peru Begins—President Benavides last month decreed a compulsory social insurance law, which had been drawn by a special congressional committee. It covers many risks arising from illness, maternity, incapacity to work, old age and death, and is obligatory for both men and women under sixty years of age whose earnings do not exceed $750 a year. The scheme is to be financed by a series of taxes, including taxes on those insured; fines for infractions of the law; gifts and legacies; a 2 percent tax on tobacco which went into effect immediately, and an additional 2 percent on liquor as well as various other revenue producing imposts.

Constitutionality—Washington's unemployment insurance law was held unconstitutional in a decision of the state supreme court handed down last month. The state law was to become operative on the passage of the Wagner-Doughton bill, which failed to pass. The court held that "in view of the legislation as finally enacted by Congress the state law never became operative." . . . In New Jersey hearings will be held late this month on a bill to appropriate $25,000 for a suit by the state of New Jersey in the U. S. Supreme Court to enjoin collection of payroll taxes under the Social Security Act, on the ground that the act invades states rights. A companion bill would set up an independent system of unemployment insurance in the state. . . . Five southern

Oregon packers and one grower have filed suit in circuit court against the state unemployment commission, attacking the constitutionality of the state unemployment compensation law. The suit is based on the contentions that the charges under the law are passed along to the growers, that the law is discriminatory, and that most of the packing house employes are transients.

For Crippled Children—Maryland has launched a three-fold program on behalf of crippled children, seeking to locate eligible cripples, to give medical examination and hospitalization, if indicated, and also to supply needed convalescent care, physiotherapy, braces and appliances. . . . Under Michigan's new program providing clinical and hospital treatment for about 10,000 young cripples, the applicant must be recommended for care by the family physician. Monthly clinics will be held in twelve cities throughout the state. . . . The first clinic for crippled children under Nebraska's federal-state social security plan, admits only children recommended by physicians in the three counties it serves. . . . The services available for crippled children under the Social Security Act are detailed in the second issue of *The Child*, a monthly news summary by the Children's Bureau. The scope and administration of state plans approved to date are given in an article by Dr. Martha M. Eliot, assistant chief of the bureau, writing in *The Crippled Child* for August. Reprints available.

Ohio Personnel—Just before Ohio launched its new programs, October 1, Henry J. Robinson, superintendent of the state division of public assistance, announced the settlement of the disagreement over requirements for social workers. Although the Social Security Board, which has no control over state and local personnel, has strongly recommended that the employes be required to have college education, the standard for county employes will be highschool education plus two years' paid experience in social work.

WPA

WITH the double purpose of gathering information on the capabilities and training of WPA workers and of making sure that no person not properly eligible is on the rolls, $1,500,000 has been allotted to the U. S. Employment Service to examine the records of some 2,400,000 persons now "on the WPA." Back of the order, according to news commentators, lies the need for stretching relief money as a result of drought demands, and the need for full information in making future plans.

An evaluation of public employment services in New York City, particularly in their interrelation with the WPA and ERB, is the aim of a study reported recently by Harry L. Lurie of New York, for a committee of the Advisory Council to the New York State Employment Service, advisory also to the National Reemployment Service in the state. Directed along two major lines: an appraisal of procedures involving certification, selection, referral and placement on WPA from relief lists; and reemployment of work or relief clients in private industry, the study provides material for planning future activities of the services. Recommendations are concentrated on enlarging the services relating to reemployment in private industry for relief and WPA clients. (Relief and Reemployment by H. L. Lurie. Advisory Council, New York State Employment Service, 124 East 28 St., New York.)

Bonus—State practice regarding relief or WPA assignments for veterans who have received bonus payments shows wide variation from state to state. [See *The Survey*, July 1936, page 206.] In California, recent official instructions, aiming to make the state's practice conform with the intent of Congress, provide that the possession of bonus payment be disregarded in certifying an applicant for assignment to WPA, but require that in such cases the form be stamped, "bonus disregarded in certification to WPA." . . . A sample study of thirteen cities, recently reported by the WPA's Division of Social Research, indicates that only 5 percent of former urban relief cases employed in WPA jobs in June 1936, had received the veterans' bonus; of former relief cases, now self-supporting, 6 percent; of cases with neither private nor WPA employment, less than 4 percent.

WPA Wordage—New York's federal writers project, according to director Orrick Johns, has produced to date more than eight million words, a net which bulks larger, WPA points out, than the combined wordage of Anthony Adverse, Of Time and the River, Gone With the Wind, and all of Shakespeare, plus the King James version of the Bible. The project is averaging 232,800 words weekly, at a cost to date estimated at about four and a half cents a word. The first major project, the New York City Guide Book will go to press soon. . . . An exhibit of materials—photographs, sketches, paintings, maps and the like, to be included in the forthcoming American Guide and the approximately 150 state, city and sectional guides, all being prepared as WPA projects, recently was given a preview at the Smithsonian Institution, Washington. . . . The recently issued primer of information for WPA workers, prepared in Washington for distribution to all employed by WPA, covers duties of workers, a pictorial review of WPA's accomplishments, and a suggested procedure for those who wish to complain—for instance, if they think that their project is "a waste of money." . . . An order from WPA headquarters in Washington makes it clear that all WPA workers "shall be entitled to exercise their voting franchise in the same manner as other citizens."

Drought—Predictions concerning government relief needed by drought-stricken farmers until the spring planting season, now place the monthly cost at circa $20 million, the caseload at more than 500,000 families. At the present rate of spending—not including drought outlays—the current relief appropriation ($1,425,000,000) will be exhausted by April or May, 1937. . . . A national appeal for clothing for drought-stricken families may be necessary, according to a recent WPA bulletin. WPA sewing rooms are busy renovating and repairing clothing and WPA is collecting surplus clothing in its storehouses.

Supplementation—California SRA has ruled that in special cases "where WPA determines that the security (WPA) wage is inadequate, causing undue hardships and suffering, and where no other solution except separation from WPA and acceptance for full relief from SRA is possible, the SRA may supplement, in an amount not to exceed the difference between the security wage and the SRA budget." Such cases are referred by WPA and are hedged about with certain careful precautions. . . . Wisconsin, in a review of relief load, costs and so on, reported about 7500 cases in the state receiving relief supplementary to WPA earnings. In March these benefits averaged $16.57 a case.

Among the States

THE sixth section to be published, in the series of reports of the Governor's Commission on Unemployment Relief, New York, is Public Relief for Transients and Non-Settled Persons. This report is described by the commission, Allen Wardwell, chairman, as "a study of the nature and administration of the care extended destitute persons not having a legal settlement in the community where they receive aid." (From the commission, 79 Madison Ave., New York.)

The report picks up the transients in New York state where the FERA left them last November, endeavors to discover what became of them, evaluates the various kinds of assistance still open to them, weighs the responsibility of the state and the local community and recommends a course of action to be followed until such time as the federal government recognizes and accepts its responsibility for "that guidance and participation essential to any satisfactory plan for the provision of relief to transient and non-settled persons."

This broad and statesmanlike study is of course set in the framework of the New York statutes, but its analysis of the problem of transiency, its evaluation of procedures and practices in dealing with it, its appraisal of the social cost of neglect, all these have no state boundaries. Its social conclusions are cogent from Maine to California.

Research Goes On—The Wisconsin Public Welfare Department is continuing the program of research which began under the ERA and is finding accumulating evidence of its usefulness in view of the activities of the Citizens' Committee on Public Welfare appointed by Governor La Follette to study the operations of all public programs in the state. The department now has ten major studies under way. They are:

A history of public relief in Wisconsin from 1848 to 1936.

A comprehensive review of federal, state, local relief and welfare policies.

A detailed statistical record showing county by county and program by program the amounts of money expended for relief purposes from federal, state, and local sources, and the number of persons affected.

A chart book graphically depicting all phases of relief and welfare programs which can be presented statistically.

A review of the medical relief program based on an intensive study in Ashland, Douglas, Racine counties.

An analysis of the source of local relief funds.

A survey of the care of unattached relief clients.

Handbook on standards of relief administration.

Histories of relief in selected counties.

A study of special relief problems relating to the Indians of Wisconsin.

Ready for Trouble—The Kansas Emergency Relief Committee has equipped a disaster relief camp unit available to counties and municipalities for the shelter of the sick or destitute in time of disaster. The unit is equipped to care for a hundred persons. It includes sleeping, dining room, kitchen and hospital tents, cots, bedding, cooking utensils and so on. Counties or towns calling for the unit must bear the cost of transporting it back and forth from its base and must return it "in the best of condition." It is designed to meet housing needs only; food, clothing and medical needs must be met by each community.

NEXT month will bring the annual Red Cross Roll Call, marshalling a membership of more than four million seniors and eight and a half million juniors. "Think of the parades the Red Cross could organize if it were parade minded," says James L. Fieser, vice-chairman. Along with the membership, the chapter officers and volunteers, would be the millions of folk whom the Red Cross has helped in recent years in time of disaster—flood, fire and hurricane; the millions who have been visited by its nurses; the legions whom it has instructed in home hygiene, first aid, life saving and nutrition; the vast numbers of veterans, soldiers, sailors and their families whom it has served. And if some master showman could muster such a parade there would be ready at hand against accidents the Red Cross Emergency First Aid Stations, already 1100 of them manned and equipped, along the nation's highways.

States Report—California's experience with indigent transients since federal assistance has been shut off is reported exhaustively, and with significant and urgent recommendations, in a study published by the SRA's division of special studies and surveys, M. H. Lewis, director. (Transients in California; from SRA, 407 Humboldt Bank Building, San Francisco.) . . . Public Relief, Emergency Employment and Welfare Expenditures in Wisconsin, 1931-35 have been studied and reported by the Wisconsin Public Welfare Department, 315 South Carroll Street, Madison. The financial condition of Wisconsin counties also is analyzed and reported by the department for the purposes of relief allocations. . . . An analysis of public aid in Macomb County, Wis. represents a comprehensive picture of relief in an administrative unit from October 1933 to January 1936. (From Macomb County EWRC, Mount Clemens, Mich.) . . . Public Welfare Service in Kansas, 1935 tells the story of Kansas' effort to make relief ends meet during the past year. (From the Kansas ERC, 801 Harrison Street, Topeka.)

Private Projects

RECENTLY chartered in Florida as a charitable institution is the Nemours Foundation created to carry out certain terms of the will of the late Alfred I. du Pont. Mrs. du Pont was authorized to create the foundation at any time she saw fit and to provide up to $1 million and the du Pont de Nemours estate in Delaware for its operation. The major part of the income of the Alfred I. du Pont estate will ultimately go to the new foundation. It may not, under its charter, hold more than $20 million in real estate or incur indebtedness of more than $200,000. It is said that a hospital for crippled children who are not incurable and a home for the aged will be organized on the Delaware estate as soon as legal arrangements are completed. The business of the foundation will be conducted in Jacksonville, Fla.

Finance—The Boy Scouts of America have collected the final payment on the $400,000 insurance policy which was taken out against possible cancellation of the international Boy Scout Jamboree which was to have been held last summer in Washington. It will be recalled that the prevalence of infantile paralysis required that that the Jamboree be called off almost at the last moment, after a number of foreign delegations were enroute or had even arrived. The National Council of the Boy Scouts has refunded the many fees of $25 that had been paid to meet the cost of the big gathering. It is now planned to stage the Jamboree in Washington from June 30 to July 9, 1937.

A grant of $50,000 has been made to the Boys' Clubs of America, Inc. by the ARA Children's Fund, Inc., the residuary legatee and administrator of funds left over from work in Europe following the World War. The grant will

provide, for the next five years, a staff member whose job will be to stimulate and improve the health education and health services of Boys' Clubs. . . . A gift of $125,000 was made to the Boy Scouts of America by the same fund.

Beginning at Home—Barred from such security as is represented by present provisions of the federal Social Security Act, many social workers are casting sheeps' eyes at the skilfully planned private annuity and retirement programs under way in the New York COS, the AICP and other organizations. The COS retirement plan, adopted in January 1936, provides a retirement income toward which the worker contributes, designed "to recognize the responsibility of the agency for the service of its staff and to insure security in a non-paternalistic manner." (The AASW, 130 East 22 Street, New York, in *The Compass* for May 1936, gives full details.)

News Glances— The American Foundation for the Blind has a new three-story building, 15 West 16 Street, New York. The donor, M. C. Migel, is president of the foundation. . . . The George Warren Brown Department of Social Work, Washington University, St. Louis, is occupying this fall a new building, which represents part of a bequest of the late Mrs. George Warren Brown. Further funds from the estate are anticipated, as the department was named residuary legatee of the estate. . . . Blind workers in the Bourne Workshop of the New York Association for the Blind have been instrumental in raising their own wages 19.7 percent this year because of the increased sale of articles made in this enterprise.

A committee on public understanding of family case work has been formed as a joint project of three family societies of southern Westchester County, New York: the Mount Vernon and Yonkers Family Service Societies, and the Eastchester Neighborhood Association. Mrs. E. V. O'Daniel, of Yonkers, is chairman.

The Family Welfare Society of Boston has changed the name of its Bureau for Aged Women to The Fields Memorial. The new name, according to the Society's Bulletin, resulted in part from the reluctance of those assisted "to accept service from an organization whose help, however friendly, was offered under the name, 'Bureau for Aged Women.'" . . . The Charity Organization Society of Yonkers, N. Y. has re-styled its name and is now the Yonkers Family Service Society.

A national census of employes in Jewish social service agencies has been authorized by the National Conference of Jewish Social Service. Maurice J. Taylor, Pittsburgh, heads the census committee. The conference also set up a committee on occupational research, guidance and placement with Irwin Rosen, associate director of employment service of the New York Federation of Jewish Philanthropic Societies, chairman.

The Southern Regional Conference of Jewish Welfare Agencies at a recent session organized on a permanent basis under the auspices of the National Council of Jewish Federations and Welfare Funds. Louis H. Moss, the president and Edward M. Kahn, executive secretary, are from Atlanta, Ga.

Publications—Volunteer Placement in Junior Leagues, published by the Association of Junior Leagues of America offers a guide to philosophy and practice in volunteer social work, designed for Junior Leagues but valuable to every shade of volunteer organization. (Price 50 cents from the association, Hotel Waldorf-Astoria, New York.)

A new series of pamphlets from the National Federation of Business and Professional Women's Clubs, on Changing Patterns in Occupations presents up-to-the-minute facts on fields of work for women. Twenty-six outstanding occupations are investigated and discussed. (From the federation, 1819 Broadway, New York.)

The Public's Health

THE National Medical Council on Birth Control has been formed to control and supervise medical policies of the American Birth Control League, as well as to "initiate, encourage and execute" appropriate scientific research in medical aspects of birth control. Dr. Frederick C. Holden, New York, is chairman and Dr. Eric M. Matsner, secretary of the executive committee.

Smallpox—Smallpox may sound like a plague of the past, but last year there were more than 8000 cases in the United States, an increase of nearly 50 percent over the 1934 record. Fortunately the type now prevalent is relatively mild, both in terms of fatalities and disfigurements. Vagrants, migratory labor and people from unvaccinated rural areas have been influential in the spread of smallpox from place to place, the United States Public Health Service finds, adding that high vaccination rates in cities are especially important and that particular vigilance must be maintained to forestall importation of malignant smallpox from Mexico and the Orient, if prosperity brings renewed immigration, including smuggled labor. Even in the colleges, another study declares (Public Health Reports, Vol. 51, No. 23, page 734. Smallpox Immunity in 5000 College Students, by R. C. Bull, M.D. and S. L. Rankin, M.D.), about one student in fourteen, or probably some 83,000 in the whole country, are without adequate protection against smallpox because they have not been vaccinated at all or not recently enough.

Diphtheria—The American Medical Association's thirteenth annual report on diphtheria belies its number, for it is the best of the bunch. (*Journal of the AMA,* June 13, 1936.) The 1935 mortality rate for eighty-eight cities was 2.06 per 100,000, less than one sixth the 1923 rate of 13.13. Nineteen of the cities had no diphtheria deaths at all in 1935. The study comments that where preventive inoculation goes on consistently, deaths cease to occur, and sometimes cases are all but wiped out. . . . Illinois, surveying its 1934 and 1935 records, finds that it is in the small towns of the state that diphtheria has its stronghold. Children in the open country are less frequently exposed, while those in the larger places more often have been protected by preventive measures. In fact, in Illinois urban families (classifying as "urban" places with 2500 inhabitants or more) also are safer than rural families in respect to scarlet fever, infantile diarrhea and possibly tuberculosis, as a result of public health and preventive measures. For pneumonia, on the other hand, the advantage is on the side of rural families.

Scottish Health—An official committee appointed three years ago to examine the Scottish health services has recorded its findings in a stout volume which constitutes not only a comprehensive survey of facilities but of the health of a people. (Price 6 shillings. 402 pp. From H. M. Stationery Office, 120 George Street, Edinburgh, 2.) The committee puts the problem of national health in its social, economic and environmental setting and reviews the development of health services, statutory and voluntary, "in the light of modern conditions and knowledge." From all this the committee draws its conclusions "on the general lines along which health policy should now be directed" and submits them "in the belief that the additional expenditure involved would yield a good return in individual happiness and in national efficiency."

What Infant Mortality Means—Infant mortality rates, commonly taken as the most accurate register of a community's social and economic well-being, are significant only when they are based on more than five hundred registered births, declares the Office of Child Hygiene Investigations of the United States Public Health Service. (Public Health Reports, Vol. 51, No.

28. May 1, 1936. Page 545. The Significance of Infant Mortality Rates, by Mayhew Dewberry and Edgar Van Buskirk.) Rates based on less than that number fluctuate too much from year to year to be reliable, though two-year data for cities with an annual registration of 200-450 births are sufficiently stable to be used with "proper recognition of their limitations." . . . In Palestine, infant mortality among Jewish babies dropped nearly one half—from 125 to 64—between 1923 and 1935, according to Hadassah, the Women's Zionist Organization of America, which maintains a country-wide medical system in the Holy Land. In the same period, infant mortality among the Moslems dropped from 199 to 148 and among Christians, from 134 to 125, while for the country the decline was from 184 to 131. Despite difficult conditions caused by a constant flow of migrants from many countries, the Jewish rate dropped not only fastest but furthest, a fact which the Mandates Commission of the League of Nations attributes "in no small measure" to the supervision of the Hadassah health centers.

Stillbirths—The U. S. Children's Bureau, cooperating with a committee of the American Public Health Association and with 250 individual hospitals, is studying stillbirth mortality in hospitals. The study aims to gather statistical information and to further the development of a means of classification and of a special certificate for registration of stillbirths.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

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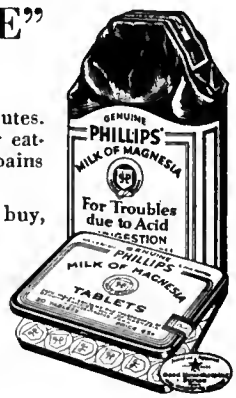

PHILLIPS' *MILK OF MAGNESIA*

Health Education

NEWSPAPERS in Washington, D. C., Baltimore, New York City, Chicago and more than half a dozen cities of North Carolina are among those which have boldly broken through the old taboos against syphilis during recent months to give their readers straight-forward and apparently appreciated facts. In Buffalo and New Rochelle, N. Y., well attended institutes on syphilis and other aspects of social hygiene have been held under the auspices of social, health and civic agencies.

Health and Recreation—A bulletin on The Relationship of Health and Recreation Activities has been prepared by the Office of Public Health Education, United States Public Health Service, for the WPA's Community Organization for Leisure. Suggestions, facts, and reading lists outline ways in which recreation leaders may incorporate sound health education with fun.

Made possible by a grant from the Carnegie Corporation, the Saranac Lake Study and Craft Guild has been established to promote educational and recreational interests among tuberculous patients in Lake Placid, N. Y. While a special effort is made to interest patients as teachers, leaders and students, the guild is open to the whole community and sick and well meet on an equal footing. One aim is to break down the segregation of the tuberculous. No patient is permitted to participate without the approval, and preferably prescription, of his physician, and close observation of patients is maintained. Dramatic and camera clubs and class and tutorial instruction in a score of subjects, from grammar to political science and from Spanish to shorthand, and stamp collecting, were among activities undertaken during the first few months. The well and the convalescent are about equally represented.

Cleaner Athletes—Riley High-school in South Bend, Ind. took on cleanliness in a big way last year by buying a washing-machine and a supply of socks, shirts, sweat-shirts and towels for its gymnasts. Clothing and towels now are laundered after each wearing and the old lockers are done away with. The expense of the washing machine plus the wages of the laundress who operates it is met by charging each boy 50 cents a semester for one day of gym a week, 70 cents for two days, and $1 for three. The school comes out even on expense, and parents prefer the small charge to the cost of replacing lost suits, while there also is a saving in costs of medicines for boils and skin infections.

Churches as Educators—Talks on cancer before clubs and classes in churches have been well received and found well worth the time and effort, Dr. Louis C. Kress reported recently to the board of directors of the American Society for the Control of Cancer. The New York state committee of that society is making a special effort to reach church people in Erie and Monroe counties. The first talk to a church group, given by request, proved so successful that the present policy is not to wait for requests but to go out to "sell" the idea. . . . The Illinois Church Council, meeting in Urbana late in the

spring, devoted an entire conference to marriage problems, including birth control, sex standards and sex hygiene, and marriage standards.

First Aid for Fractures— The Red Cross, Girl and Boy Scouts, nurses' organizations and other groups have been drawn into a campaign on first aid for fractures. The important thing to remember, the *Journal* of the American Medical Association points out, is that persons with fractured bones should not be moved until a splint has been applied. The *Journal* predicts a day when all public vehicles and doctors' cars will carry splints for first aid transportation.

Print and Exhibit—*The New York American* announces that advertising of doctors and dentists and "other questionable advertising" henceforth will be barred from its columns. . . . In Cleveland, Ohio, an agreement has been made by the Hospital Council, Academy of Medicine, and newspapers, specifying who may give news concerning patients in the hospitals and what news may be given. Hospitals may refer news reporters to the physician of a private patient, but the physician's name must not be published without his consent. . . . Cleveland's active Academy of Medicine has taken leadership in the discussion of a Museum of Health and Hygiene in that city. A conference of health, scientific, civic, educational and other groups, called to discuss the project, voted unanimously that there was need for it and authorized appointment of committees for further study. . . . In its Education for Marriage Series, the Woman's Press of the YWCA (600 Lexington Avenue, New York) has a new pamphlet, No Date Has Been Set for the Wedding, by Janet Fowler Nelson. (Price 25 cents.) References are provided for further reading connected with the subject of the pamphlet—long engagements and postponed marriage. . . . It takes thirty-seven closely printed pages to list the specialized courses given by Teachers' College, Columbia University, in a new catalogue, Education of the Handicapped. . . . A lay workers' package library, intended primarily for exhibit purposes, has been prepared by the National Tuberculosis Association for loan to state and local tuberculosis associations. . . . Bound up trimly in blue covers is the article, The Educational Work of a Health Department, by Savel Zimand of the Department of Health, New York City, reprinted from the July issue of *Public Health Nursing*. (Available from the author.)

The current League of Nations quarterly *Bulletin on the Health Organization* considers, among other topics, the fly problem in rural hygiene; the campaign against rheumatism; and work done in Turkey on trachoma. (*Bulletin* for June 1936. Price 65 cents from the World Peace Foundation, 8 West 48 Street, New York, agent in the U.S.)

From *Monthly Bulletin*, Indiana Division of Public Health.

Against Crime

FROM forty-three states, the District of Columbia, England, France, Canada and Mexico came delegates to make up the record-sized annual congress of the American Prison Association held last month in Chicago. William J. Ellis, commissioner of New Jersey's Department of Institutions and Agencies, was elected the next president, with Mrs. Franklin D. Roosevelt, Harold E. Donnell of Baltimore, Austin H. MacCormick of New York, W. A. Paddock of Houston, Tex. and Joseph E. Ragen, Joliet, Ill., vice-presidents.

Reflecting the deliberations of the congress were resolutions substantially to the effect: that a definite, determined and continuing campaign be set in motion to bring about more intelligent and constructive methods for dealing with the millions who annually pass through jails in the United States; that the association reaffirm its support of probation and that through the extension of legislation and, above all, improved systems of personnel, it be made available to all courts; that the association urge officers and governing bodies of penal and correctional institutions to avail themselves of every opportunity to expand training for inmates; that the U. S. Office of Education be requested to undertake "an aggressive program of research and service in prison educational techniques and methods," and be urged also to stimulate programs of crime prevention through education; that the federal government be urged to aid those states unable to provide the means for employing all able-bodied prisoners, by granting financial aid where necessary. The association commended the interstate compact on prison labor, and the Prison Industries Reorganization Administration, and urged continued research and guidance by an adequately financed federal agency.

Recommendations were approved for expansion of the American Prison Association with enlarged staff and year-round organization for "the important job of molding public opinion with reference to prison and parole activities." Edward R. Cass, executive of the Prison Association of New York, since 1922 has served also as general secretary of the association.

A study of indeterminate sentence and parole laws was presented under the auspices of the Prison Association of New York, calling for uniformity of general parole procedure, emphasizing "the glaring defect . . . of inadequate personnel," and pointing out that, "on the basis of this study we can readily conclude that not more than six or seven states and the federal government have what can be termed suitable and scientific parole methods."

Reality—Reporting the year's work of the Jewish Child Guidance Bureau of Newark, N. J., Simon Doniger, director, said: "Every change in the policy of the relief administration . . . has its immediate reaction on the lives of our children. Poverty, slums, evictions, near-starvation diets, insecurity—it is upon these grim realities that the delicate and refined processes of mental hygiene and child guidance must be built."

Books—Prison libraries in New York State received large contributions, in some cases as many as 15,000 volumes, as the result of a book-sharing week campaign conducted over the state by a committee led by Lewis E. Lawes of Sing Sing Prison and Mabel Jacques Eichel of New York City. Some half million books, perhaps 20 percent of them donated by publishers, were collected for distribution to various state and local eleemosnyary institutions.

In Institutions—In a statistical study of some eighty-two institutions for juvenile offenders, made under the wing of the department of economics and sociology of Mount Holyoke College, Winifred Lemkau of Montclair, N. J. comes to the conclusion, among others, that girls are provided with a better social and academic institutional life than boys, but that boys are offered more varied vocational training—not but what "there could be considerable improvement in both groups of schools."

In placement under parole twenty-two of the thirty schools for boys reporting on this point and only eight of those for girls usually send children back to their own homes. Twenty-one

of the thirty-five schools for girls prefer placement in domestic service. Only six schools for girls and two for boys reported placement in foster homes. In the matter of disciplinary measures sixty-nine of the schools reporting their practices use loss of privileges, but twenty-four boys' schools and six of the girls' also use corporal punishment.

Fingerprints—Fingerprint records on file at the Federal Bureau of Investigation at the end of 1935 totalled 5,537,561 with 9085 police departments, peace officers and law enforcement agencies voluntarily contributing their records to the files. The total population of the continental United States at that time, as estimated by the World Almanac, was around 126,425,000.

A four-months' campaign by the police department of Berkeley, Calif., brought more than 52,000 of the city's 85,000 residents to stations and firehouses to be fingerprinted, all voluntarily.

Publications—The Relation Between Housing and Delinquency, a mimeographed document of 101 pages, is issued by the Housing Division of PWA as its Research Bulletin No. 1. Data were collected with the cooperation of the U. S. Bureau of Prisons, the probation department of the juvenile court and the research departments of the public schools of the District of Columbia, and the Department of Institutions and Agencies and the State Housing Authority of New Jersey. The report, a valuable contribution to the whole study of the propagation of delinquency, was prepared by Mildred Hartsough and George Caswell. A. R. Clas, director of the Housing Division of PWA at the time the study was made, sums up the findings when he says: "The facts assembled establish, beyond anticipation, a clear relationship between housing and juvenile delinquency. Since the 'sequence' of delinquency and crime is recognized, the relationship between housing and crime may also be regarded as demonstrated."

Findings of the 1936 Vassar Crime Conference are presented in a carefully prepared pamphlet, The Problem of Crime, which discusses distribution, causes, treatment of the criminal, and prevention. (Price 20 cents from the Vassar College Bureau of Publications, Poughkeepsie, N. Y.) . . . A new bibliography from the Russell Sage Foundation Library is concerned with Crime, Its Cause and Prevention. (Price 10 cents from the foundation, 130 East 22 Street, New York.)

Policy and procedure in relation to classification of inmates of New Jersey's penal and correctional institutions is described in a ten-page mimeographed document obtainable from the State Department of Institutions and Agencies.

Assembled in a pamphlet of 172 pages, with the title, Crime and Youth Today, is the record of the round table conference held last spring in New York under the auspices of the *Herald Tribune,* 230 West 41 Street. (Price 50 cents.) Included are the remarks of some twenty speakers, among them, Austin H. MacCormick, Sanford Bates, Lewis E. Lawes, J. Edgar Hoover and David Sarnoff.

Jobs and Workers

THE Committee for Industrial Organization, headed by John L. Lewis, refused to disband on September 5, as ordered by the executive council of the American Federation of Labor. Accordingly, ten national unions with more than a million members, were suspended by the AF of L. [See *The Survey,* September 1936, page 270.]

Child Beet Workers—The gains made in eliminating child labor in the sugar beet fields under AAA contracts have all been lost, according to a recent report by Charles E. Gibbons, director of investigation for the National Child Labor Committee. Mr. Gibbons points out that the new law, which seeks to replace the one voided by the AAA decision of the U. S. Supreme Court, provides no method for regulating child labor. As a result, in a recent trip through Nebraska and Colorado beet fields he found that "in family after family children who were not permitted to work last year were again carrying their full load in beets—even the seven- and eight-year-olds." His report points out the losses to the community, including the interference with the children's schooling, and the fact that child labor in the beet fields deprives adults of jobs.

Steel Wages—Several leading steel companies have decided to postpone the general wage increases announced as imminent when the organizing campaign among steel workers was announced by the Committee for Industrial Organization. According to Ernest T. Weir, chairman of the board, the National Steel Corporation has notified its employe representatives that it cannot increase wages at the present time. The decision of the steel companies is said to be based on general economic conditions, and on the belief that the organizing drive is not gaining ground. Steel operation has reached 73 percent of capacity, the highest level in six years. Steel executives state that the hourly wage rates of steel workers are 6 to 7 percent higher than in 1929. Steel companies may reopen the wage question after January 1. Meanwhile, employe representatives of four plants of the Carnegie-Illinois Steel Company, speaking for some 60,000 workers, banded together and addressed a communication to B. F. Fairless, president of the company, demanding a national wage agreement for all employes of the corporation, to insure: a forty-hour week, a 25 percent increase in wages, a permanent vacation with pay plan, weekly pay checks, "just seniority rights," "more adequate safety measures."

Labor Disputes—The Associated Press has challenged the constitutionality of the Wagner Labor Relations Act in a petition filed with the U. S. Supreme Court appealing from an order of the board to reinstate Morris Watson, a discharged employe. The petition asserts that under the act, "freedom of speech and freedom of the press are seriously jeopardized." The American Newspaper Guild held that Watson was discharged because he was an active member of the union. Dean Charles E. Clark of the Yale Law School sat as trial examiner and recommended reinstatement. The NLRB confirmed his report and issued the order. [See *Survey Graphic,* April 1936, page 220]. . . . As this is written, the NLRB is holding hearings in Seattle on the employer-employe dispute which forced the *Seattle Post-Intelligencer* to suspend publication. The American Newspaper Guild charges that Frank M. Lynch, photographer, and Everhardt Armstrong, dramatic critic, were discharged because they were active in the guild. . . . The strike of part of the editorial staff of *The Wisconsin News,* a Hearst newspaper in Milwaukee, ended with a settlement negotiated by a committee of four, set up by the Milwaukee Federated Trades Council. The terms include an eight-hour day, five-day week, salary minimum of $40 for men with at least three years' experience, $25 for less experienced men, vacations and sick leave with pay, dismissal bonuses for employes discharged for "causes other than wilful misconduct" after one year's employment. Spokesmen for the Hearst organization state that the settlement is a "schedule of office practice," and "not a contract with anyone." They add that "the *Wisconsin News* has accorded no recognition, made no settlement with the guild." . . . In its last summary, the NLRB announces that, with its twenty-one regional offices, it has acted in a total of 1255 cases, involving 282,015 workers. Almost two thirds of these cases have been closed, leaving 423 cases involving 120,608 workers, pending September 1. In its eleven months of work, the NLRB finds that the largest number of cases are brought under the section

of the act making it an unfair labor practice for employers to discriminate against workers because of union activities. The next largest cause comes within the section requiring the employer in good faith to bargain collectively with representatives chosen by the workers. . . . Dr. John A. Lapp, labor relations director of the Public Works Administration, has been selected as supreme arbiter in jurisdictional disputes among building trades unions.

Guaranteed Employment—The Nunn-Bush Shoe Company of Milwaukee, according to an article by its president in *Hide and Leather,* is successfully carrying out a guaranteed employment plan covering its seven hundred employes. The aim of the plan is to assure each employe fifty-two pay checks a year. In January, each worker's annual income is figured, and the total divided into fifty-two equal parts. For this year, average weekly payments are 19 percent over those for 1935. Not one employe was discharged during the past year, and there were only 22 voluntary separations from the payroll.

Study and Report—A study, largely statistical, of Age, Sex and Employment Status of Gainful Workers in Five Types of Communities, is published by the Michigan Emergency Welfare Relief Commission. . . . The Women's Bureau of the U. S. Department of Labor has issued in mimeographed form, A Brief History of the New York Minimum Wage Case. . . . The story of an effort toward "equal justice for rich and poor" is effectively told in Growth of Legal-Aid Work in the United States, by Reginald Heber Smith and John S. Bradway, with an introduction by Justice Owen J. Roberts of the U. S. Supreme Court. (U. S. Department of Labor Bulletin No. 607. 223 pp. Price 20 cents from the Superintendent of Documents, Washington, D. C.) . . . Company sickness benefit plans for wage earners are described by Eleanor Davis in a bulletin issued by the Industrial Relations Section of Princeton University. (Price $1.50, from the University, Princeton, N. J.)

With the Churches

UNION Seminary, New York, this year celebrates its centennial. To signalize the occasion it has raised a fund for pensioning retired professors.

The Rural Church—For the first time in two decades, representatives of the Protestant church united, early this year, in a National Conference on the Rural Church. Now their deliberations have been gathered into book form and are available from the sponsoring groups, the Home Missions Council and the Council of Women for Home Missions. (The Rural Church Today and Tomorrow. Price 50 cents direct from the council, 105 East 22 St., New York.)

Publications—The Information Service of the Department of Research, Federal Council of Churches, has published a comprehensive annotated list of useful pamphlets on social and economic subjects. (Price 5 cents or $3 a hundred postpaid from the council, 105 East 22 Street, New York). . . . The sub-committee on annuities of the Council's Committee on Financial and Fiduciary Matters has issued a booklet, Annuity Agreements of Charitable Organizations, giving authoritative information for planners of annuity programs. (Price 50 cents from the council.) . . . Churches in Social Action—Why and How, is the title of a new pamphlet by James Myers, also published by the council. It contains concrete program suggestions relating to peace, race relations, labor and economic relationship. (Price 10 cents.) . . . A new bibliography for missionary education on the race question is Africa and the Negro in America, listing publications of the Missionary Education Movement and Council of Women for Home Missions, 105 East 22 Street, New York.

Professional

AN "experiment in joint planning for personnel in governmental welfare agencies" is the description given a recently announced project of the Joint Vocational Service and the American Public Welfare Association. Ella Weinfurther Reed, recently of Cincinnati, who will be liaison personnel secretary, will make field visits and participate in staff activities and discussions with both sponsoring agencies. This attack on the problem of working out good personnel practices and qualifications for public welfare staffs is designed to combine the best thinking of public welfare officials and leaders in private social work.

Students and Workers—Temple University, Philadelphia, this fall inaugurates courses in social group work. Plans now include a two-year program designed as graduate study, with emphasis on supervised field work as well as on theory, and a five-year curriculum open to high school graduates "to supply an adequate background for social group work." The Temple courses evolved from an original impulse among Philadelphia social group workers—cautiously at first, with "let's talk it over"—progressing last year to weekly seminars and this year to the full-fledged new program for group workers.

The Fordham University School of Social Service in its fall term is offering to employed social workers evening courses in current problems, objectives and methods. Address the school, Room 905, Woolworth Building, New York. . . . Hunter College lists among its evening and extension division sessions thirty courses classified as public service and social work, covering a wide range of subject fields. Director, A. Broderick Cohen, Hunter College, Lexington Avenue and 68 Street, New York.

Sir Raymond Unwin, British housing authority, will conduct for part of the current academic year the course in housing and town planning at Columbia University, which was to have been led by the late Henry Wright.

The first graduate school for training social workers in India has been established this summer at Bombay, under the aegis of the Nagpada Neighborhood House. Known as the Sir Dorabji Tata School, the new venture will be directed by Clifford Manshardt. The Rev. Arthur E. Holt of the Chicago Theological Seminary will be with the school for its first year.

Mostly Working—A check of the 1001 students from thirty-nine states who participated in the FERA training program in various schools of social work in 1934-5 shows that a surprisingly large number of them have remained in social work in one capacity or another. Although more than half of these students had been teachers before engaging in emergency relief work, only twenty-one have returned to their former calling. Some 452 are now employed by public welfare agencies, and thirty by private social agencies. Thirty-four are attending schools of social work. The WPA has absorbed 137 and the Resettlement Administration forty. Thirty-three are in private employment other than teaching and eighty-eight are unemployed. Marriage and "not known" account for the rest.

Annual Sum-Up—The proceedings of the annual conference of the American Association for Social Security always constitute a useful and interesting commentary on the current scene in the field in which the association, Abraham Epstein, executive secretary, long has been active. The proceedings of the ninth annual conference, held in New York last April, are now available. (Social Security in the United States: 1936. 171 pp. Price $1.75 from the association, 22 East 17 Street, New York.) Material is assembled under five topics: New Tasks Under the Expanded Old Age Security Program, Administrative Problems in Unemployment Insurance, Theory and Practice in So-

cial Insurance, The Pressing Need for Health Insurance and America Faces Social Security. Appended are summaries of old age and unemployment insurance laws, with various statistics, up to June 1, 1936.

The ARC—The American Red Cross, which deviated from custom last spring and held its annual convention in Chicago, will meet next year as usual in Washington, the dates, April 12-15. . . . *The Red Cross Courier* stepped out in its July issue with a new cover design in three colors and a new typographical dress for its generously illustrated inner pages.

The Braille Service of the New York Chapter, American Red Cross, filled its largest order this year—six hundred volumes of the Union Catalog of Hand Copied Books, a reference work for libraries for the blind, which was ordered by the federal government.

Meetings—The National Society for the Prevention of Blindness will meet December 3-5 in Columbus, Ohio. . . . National Hearing Week will be observed country-wide on October 25-31, under the auspices of the American Society for the Hard of Hearing.

Important meetings ahead in the field of civic and municipal affairs include: American Municipal Association, October 15-17, Springfield, Ill.; International City Managers' Association, October 19-21, Richmond, Va.; National Municipal League, annual conference on government, November 16-17, Toledo, O.

The American Public Health Association meets October 20-23 in New Orleans. . . . Under auspices of the U.S. Office of Education and the Federal Communications Commission, the first National Conference on Educational Broadcasting will be held in Washington, December 10-12.

Publications—An impressive mimeographed bulletin of Current Social Research in Massachusetts, an annual project of The Town Room Research Committee of the Massachusetts Civic League, 3 Joy Street, Boston, is now available.

Intake in Public and Private Agencies, a collection of reprints of articles from recent issues of *The Family,* includes five practical treatises on a "much wanted" subject. (Price 20 cents from the Family Welfare Association of America, 130 East 22 St., New York.)

Jewish Social Work—1935, the sixth annual summary of volume and trends of service of the agencies of the National Council of Jewish Federations and Welfare Funds, is available from the Federation, 71 West 47 Street, New York. . . . Welfare Work in Montreal in 1935 is all annual-reported together in a booklet of that title "comprising the annual reports of agencies in Financial Federation together with reports of the Montreal Council of Social Agencies, of Financial Federation, and of the Montreal School of Social Work." This (to us) appealing condensation is available on request from the Council of Social Agencies, Room 201, 1421 Atwater Avenue, Montreal.

A new publication, Studies in Sociology, has made its appearance under the wing of the department of sociology, Southern Methodist University, Dallas, Tex. It is described as "a cooperative enterprise in which many individuals have participated" with "whatever merit it possesses due in large measure to the labors of Walter T. Watson [associate professor of sociology] and to the inspiration he gave the group." The first issue (price 30 cents) includes among much other material, A Sociological Study of a Texas Lynching by Durward Pruden and a study of an urban tourist camp by Elbert L. Hooker.

The Family Welfare Association of America has published two new pamphlets, Differential Approach in Case Work Treatment, and Work and Supervisor, which contain materials from the Atlantic City meeting of the American Association of Psychiatric Social Workers which will not appear in the published proceedings of the National Conference of Social Work. (Price 50 cents and 35 cents respectively from the association, 130 East 22 St., New York.)

People and Things

QUITE naturally, with so many social issues at stake, the names of social workers, board members and others actively engaged in community and welfare activities have cropped out in the listings of those who have "come out" for Republican, Democratic and Socialist nominees in the fall elections. At the time of going to press the only group made up distinctly of social workers as such, is the National Committee of Welfare Leaders for the Reelection of President Roosevelt, Grace Abbott, of Chicago, chairman. Made up entirely of women the committee includes, from Chicago, Sophonisba P. Breckinridge, Esther L. Kohn, Mrs. Louis Brownlow, Florence Nesbitt, Mrs. Hasseltine Byrd Taylor, Zephyr Holman Stewart and Amelia Sears; from Philadelphia, Alice L. Liveright and Rachel Childrey Gross; from Boston, Kate McMahon, and from Cambridge, Eleanor T. Glueck; from New York, Mary Arnold, Joanna C. Colcord, Helen Hall, Henrietta Roelofs, Mary K. Simkhovitch, Mary Swain Routzahn, Lillian D. Wald, and Frances Taussig; from Cleveland, Virginia R. Wing, Grace L. Coyle and Ruth M. Gartland. West Coast folk enrolled include Elizabeth Ashe of San Francisco, Martha A. Chickering and Jessica B. Peixotto of Berkeley, Gladys Dobson and Julia Swett of Portland, and Arlien Johnson of Seattle. Southerners include Frances McGreggor Ingram and Anna H. Settle of Louisville, Ky.; Florence Sytz and Elizabeth Wisner of New Orleans, and Mrs. A. M. Tunstall of Alabama. Among others on the list are Flora Dunlap, Des Moines; Leah Feder, St. Louis; Anne F. Fenlason, Minneapolis; Florence Hutsinpillar, Denver; Alice E. Padgett, Washington; Elizabeth M. Clarke, Indianapolis.

About Nurses—After thirteen years as director of the Henry Street Nursing Service of New York, Marguerite Wales has resigned. Miss Wales leaves her arduous duties with probably the best known public health nursing service in the country to take up research. She will make a study of rural nursing problems in connection with the child health program of the W. K. Kellogg Foundation of Battle Creek, Mich. The 265 members of her staff, some of whom have served under Miss Wales during her entire directorship, made her a parting gift of a diamond and sapphire pin, representing the seal of the Henry Street Visiting Nurse Service. Elizabeth Mackenzie, associate director will serve as acting director until formal appointment is made.

The annual scholarship for study in London under the Florence Nightingale International Foundation, has been awarded to Lulu A. Wolf from the school of nursing of the Richmond, Va., Medical College. The scholarship is provided by the American Nurses Association.

Mary J. Dunn from Vanderbilt University, Nashville, Tenn., has been appointed public health nursing consultant with the U. S. Public Health Service.

Katherine G. Amberson, formerly assistant director of the New York Hospital School of Nursing, is now director of nursing services at Albany Hospital, N. Y. and assistant director of the Russell Sage College School of Nursing. . . . Beatrice E. Ritter, formerly at Flower Hospital, New York, is now director of nursing at Hahnemann Hospital, Philadelphia. . . . Nell V. Beeby has succeeded to the assistant editorship of the *American Journal of Nursing,* from which Katherine DeWitt retired some months ago. Miss Beeby has done nursing service from China to Illinois, and recently studied at Teachers College, Columbia University.

The National Association of Colored

Graduate Nurses has elected for this year: president, Estelle M. Riddle, Akron, Ohio; vice-president, Margaret H. Creth, New York. Next year's meeting will be in St. Louis, Mo.

Health Personnel—Dr. Thurman B. Rice has resigned as assistant director of the Indiana State Department of Health and is directing a new physical and health education program being developed for the state school system under federal social security plans. . . . After serving as vice-president of the Maryland State Tuberculosis Sanatorium Commission since 1905, Dr. H. Warren Buckler of the Baltimore City Health Department this year succeeded to its presidency.

A new committee on the hygiene of housing with Dr. C.-E. A. Winslow of Yale University at its head, has been created by the American Public Health Association. R. H. Britten, senior statistician of the U. S. Public Health Service is secretary.

Medical Social Work—The American Association of Medical Social Workers has elected as president, Ruth Lewis of the George Warren Brown Department of Social Work, Washington University, and as vice-presidents: Agnes Schroeder, Western Reserve University; Selma Bridges, Boston, Mass.; and Leonora Rubinow, Newark, N. J.

New Jobs—The Social Work Publicity Council has a new executive secretary, Edna Thompson Kerr, succeeding Baird Middaugh who is now with the Social Security Board's field staff. Mrs. Kerr until last spring was with the New Jersey ERA, where she carried various responsibilities in directing personnel and social service work. Before that she had a wide experience in private social work—at one time as district secretary for the Rochester, N. Y. Family Welfare Society—and eight years in industrial relations.

From Washington comes word of the appointment of Carter Goodrich, professor of economics at Columbia University, as U.S. Commissioner of Labor at Geneva. He succeeds William G. Rice Jr., who has held the post since this country entered the International Labor Organization, and who now returns to the University of Wisconsin Law School. During the past year Professor Goodrich has directed a study of population redistribution for the Social Science Research Council and, in association with the Department of Labor, has engaged in various studies of labor migration and standards of living. Incidentally, he is a valued *Survey* author, his most recent contribution being What Would Horace Greeley Say Now? a commentary on footloose Americans in the *Survey Graphic* of June 1936.

Frank W. Notestein of the Milbank Fund's technical staff has been appointed a lecturer in the Princeton University School of Public and International Affairs, to initiate teaching and research in population problems. The fund will continue its population studies, with the cooperation of Mr. Notestein as research associate, and will give financial support to the Princeton project.

The new general superintendent of the Detroit Department of Public Welfare is G. R. Harris, formerly a banker but recently in the department as superintendent of the receiving hospital. Mr. Harris succeeds John Ballenger, who steered the department through the years of the emergency, and who resigned in the late summer.

The University of Chicago School of Social Service has annexed R. Clyde White, from Indiana University, to be professor of social economics. Professor White will continue as consultant to the Indiana Unemployment Compensation Board.

Wayne D. Heydecker, former secretary of the Regional Plan Association of New York, has been appointed director of the division of state planning of the New York State Planning Council succeeding the late Robert Whitten.

Deaths

SOMETIMES the lengthened shadow of a man comes in his own life time. That was true of Dr. Isaac M. Rubinow, protagonist of social insurance in America, who died at sixty-one in early September. It is not easy to keep the faith when, a prophet ahead of your time, the flame of your zeal might well be clinkered by decades of delay and neglect; nor easy, once the public is ablaze for action, when legislation, less and weaker than your dream, is enacted in haste. Yet Dr. Rubinow kept that faith and held to the promise implicit in our present belated and fragmentary beginnings in laying down an enduring structure of security against unemployment, sickness, accidents and old age.

We cherish the remembrance that, as contributing editor of *The Survey* from 1911 to 1916, Dr. Rubinow shared his pioneering with our readers. In 1916 he was executive secretary of the short lived Social Insurance Commission of the American Medical Association, which broke ground never wholly to lapse into hard pan. A quarter century later, it was his actuarial competence which gave soundness and reach to the Ohio Commission which brought in the first convincing program for a state pool system of unemployment compensation. By some blind spot in official leadership, Dr. Rubinow was not called in as a technical expert when the Social Security Act of 1934 was in the brewing, but by a happy stroke, his book of that year, The Quest for Social Security, fell into the hands of the President. During his last illness at Montefiore Hospital in New York, came a copy of the book from the White House, with an inscription by the President instead of by the author. Mr. Roosevelt explained "this reversal of the usual process, in view of the great interest I have had in reading your book." In the long process of refining, expanding and developing social insurance in the United States, Dr. Rubinow's shadow will be traceable for years to come in changes and provisions influenced by his thinking.

Physician, actuary, statistician, political scientist, executive, social worker, editor and author, it is difficult to compress his life into any narrow pattern. Born in Grodno, Russia, he was educated in New York. His public service as an expert ranged over the federal Civil Service Commission and the Departments of Agriculture, Commerce and Labor. At one time director of the Jewish Welfare Society of Philadelphia, he was for the last seven years secretary of the B'nai B'rith with headquarters in Cincinnati. From 1919 to 1922 he headed the American Zionist Medical Unit in Palestine, and laid the foundations for modern health work there. In the twenties, he was executive director of the Zionist Organization of America; and since the Hitler regime had been active in movements to aid German Jews. Through it all, he moved, an expert with human warmth, a forerunner unembittered by setbacks, a radical of constructive bent and indefatigable labors, his own man always, a foe to every exploitation and hypocrisy, and a friend to all who were thrown with him in the causes he made his own.—P. K.

TO those who knew Frankwood E. Williams, word of his untimely death on September 24 makes the world a less adventurous and gallant place.

Dr. Williams was trained in the rigorous disciplines of medicine and psychiatry. He shared in the enormous task of organizing the psychiatric service of our armies in the World War, which cast so much light also on the emotional difficulties of men and women in time of peace. He was executive officer and first assistant physician of the Boston Psychopathic Hospital. But increasingly his interest was directed not only to the knowledge gained in hospitals and clinics and psychiatric surveys of prisons, but to everyday people as they went about their daily lives in their homes, in school and college, at work and in the streets.

It was during Dr. Williams' nine years as medical director of the Na-

tional Committee for Mental Hygiene that the modern study of human beings began to illumine old problems and reshape the efforts of those who deal with human behavior in social work, education and the like. He gave his energies unstintedly to those who asked his help as fellow student or teacher. When the first International Congress on Mental Hygiene was held in Washington in 1930 Dr. Williams directed the program which brought together the many kinds of knowledge of students of mental health the world over.

The reports brought by the Russian delegates to that Congress aroused Dr. Williams' interest in the effect on human nature of Russia's experiment toward a new economic order. A fund given to *The Survey* in memory of Halle Schaffner, associate editor, made it possible for us to share in a Russian trip to see for himself changes in which she also had been deeply interested. Readers of *Survey Graphic* will long remember the ensuing group of articles, published in 1932, which later formed the basis of Dr. Williams' book Russia, Youth and the Present-Day World. Like Dr. Williams' previous articles in our pages, they broke new ground. It also was ground which specialists have not always cared to tread. Few professional men have worked as hard and as patiently as he for the social understanding of what they believed to be true.

Dr. Williams was a student and practitioner of psychoanalysis, before that specialty had won general acceptance, or even credence, in medical circles. In recent years he has followed another field of exploration as well, the exploration of the ways in which our common social life frees or limits our potentialities as individuals. His death at fifty-three, at sea, as he was returning from another of his several trips to Russia, cuts short a life spent generously and courageously in trying to learn what human beings are and what they might be, no matter how difficult and untrodden the ground to which that effort led him.—M. R.

THE director of the New York Labor Temple, the Rev. Edmund B. Chaffee, died while addressing the Minnesota State Conference of Social Work last month. By tragic coincidence he and Dr. Rubinow were scheduled for leading addresses at the conference.

CORNELIUS A. PUGSLEY, prominent figure in Westchester County, N. Y. civic and business circles, died in September. He is best known to social workers for his contribution to the National Conference of Social Work of funds for an award recognizing the outstanding address at the annual meeting of the National Conference.

Readers Write

Pay for Spartans

TO THE EDITOR: A community center sought to obtain counselors for its summer camp for children and offered to compensate them at the rate of $5 a month and maintenance.

Am I alone in feeling indignant?

If it were other than a social agency, and if the personnel were other than well educated young people with "professional" aspirations, "sweatshop" would be, it seems to me, an apt epithet for this enterprise.

Yet I know there is another point of view. Funds were scarce and there appeared to be a choice between having a camp with the staff on a part volunteer basis and having no camp at all.

It is somewhat disconcerting and demoralizing, however, to realize that while the CCC pays $30 a month and maintenance to young men whose only qualifications are sound mental and physical health and morals, a social agency of good standing can pay no more than $5 a month with maintenance to "experienced people with specialties, training and good social attitudes."

Granted that the aims of this agency are laudable, nevertheless such a scale of pay has the effect of depressing the general standards of pay in social work. Social agencies generally are similarly laudable in their aims and similarly can justify cutting salaries in times of financial stringency. Yet as the salary norm falls so will the calibre of the average newcomer to the profession. A profession which dooms the average practitioner to little better than a subsistence wage will attract few capable people.

If emphasis is to be exclusively on "serving the cause" then perhaps a campaign extolling the Spartan life for social workers is in order.

Chicago A. ARTHUR CHAROUS

Christening Wanted

TO THE EDITOR: Can any of your staff or subscribers suggest a descriptive name for the nonprofit, nongovernmental hospital?

Following England's precedent, the words "voluntary hospital" are used by many in the hospital field. This name has had poor public acceptance despite the passing of sufficient time to permit it to become generally used. In some communities the nonprofit, nongovernmental hospital is called a public hospital; in others it is known as a private hospital. The terminology is questionable in either instance.

What is needed is an appropriate name which will distinguish to the man in the street this hospital from either the institutions operated and controlled by the government or from the proprietary sanitaria, operated for profit and sometimes called private hospitals.

Perhaps the answer to this problem will be more apparent to those outside the hospital world than to those within.

MAXWELL HAHN
Director of Public Education
United Hospital Fund, New York

Editorial Heart Warmers

TO THE EDITOR: Again I try to express my sense of the ever growing value of *The Survey* to its readers, to the Americans of all groups who are learning to understand something of their own life problems through the bitter lessons of the depression.

All of you who are collecting and presenting the facts so ably, are reaching a multitude of us who are oppressed in spirit and confused in mind by the complexity of this part of the development of the social order we so desire.

Bryn Mawr, Pa. MARY H. INGHAM

TO THE EDITOR: *The Survey* is to be congratulated on the extremely able editing which makes the department The Social Front as unique as it is comprehensive.

WILLARD E. SOLENBERGER
State Emergency Relief Board
Harrisburg, Pa.

TO THE EDITOR: Getting up on some of my back reading I have just come to Miss Bailey Listens in the July *Midmonthly Survey*. I thought it showed a fine comprehension of the social work problems of the South which I have known so well for so many years and of the extraordinarily fine spirit of the southern social workers who are making tremendous progress in the struggle against what seem to be insupportable odds. Miss Bailey captured those problems and that spirit in remarkably fine style. ELWOOD STREET
Director of Public Welfare
Washington, D. C.

TO THE EDITOR: I cannot tell you with what appreciation I read Miss Bailey Listens, in the July *Midmonthly*. We have been trying to say the same thing in the Emergency Parent Education Program in California for the last year but have not been able to say it so well.

San Francisco MURIEL W. BROWN

Book Reviews

Painless Roads to Plenty

AGE BEFORE BOOTY, by Morgan J. Dorman. Putnam. 102 pp. Price $1 postpaid of *The Survey*.

THE ECONOMIC MEANING OF THE TOWNSEND PLAN, by a University of Chicago Round Table. Public Policy Pamphlet No. 20. University of Chicago Press. 37 pp. Price 25 cents.

THE TOWNSEND SCHEME. National Industrial Conference Board. 42 pp. Price $1 postpaid of *The Survey*.

$2500 A YEAR, by Mordecai Ezekiel. Harcourt Brace. 328 pp. Price $2.50 postpaid of *The Survey*.

THE great popularity of the Townsend plan is probably due less to a humanitarian concern with the security problems of the aged, than to the widespread prevalence of a belief that by the discovery of some device or trick we can obtain vast wealth for all with no pain to anyone. Especially beloved are those proposals, frequently of a monetary nature, which suggest that it will be possible to attain this objective within the limits of the capitalist system, retaining all its economic advantages, social institutions and habits of thought. All four publications before me are concerned, although in different ways, with proposals of this nature.

Mr. Dorman's book, which is commended to the public by Dr. Townsend, is a valuable addition to the rapidly growing volume of pipe dream literature. The author is not merely an admirer and expounder of the economic philosophy of the Townsend plan; he suggests modifications to meet criticisms and extensions to fulfil the claim that "the Townsend Movement bears the greatest human significance of any movement since Christianity's founding." The direct beneficiaries, he holds, would be far greater than the millions of pensioners, although these could be increased by providing pensions for all the "economically aged, regardless of actual age." The withdrawal of these millions from industry and occasional employment would provide openings for young men who "will demand better pay and work sharing, increasing payrolls and buying power." The political dangers inherent in a vast body of pensioners would be met by disfranchising them. To "discourage thriftlessness and wastefulness, as well as crime" the pension could be adjusted "according to not only the former income enjoyed but also to the usefulness to society and himself of the applicant."

Devices for circumventing the spending requirement "will be very easily detected" while the administrative difficulty of collecting the tax is attributable mainly to "the absence of statistical data." The consumer would not really suffer because "a justly administered tax bill will provide that the tax in . . . middleman transactions comes out of profit" while in direct sales "the price habits of the consumer . . . will tend to modify and restrain too abrupt a price advance." The desire of businessmen to profit unduly from the increased volume of spending is to be met by "self-control exercised by business. A curb on destructive competition. Coordination of production to buying power. Constant redistribution of net earnings. Prevention of destructive speculation." All this is to be achieved "within the existing economic order without change or upheaval or resort to communistic principles."

The pamphlets published by the National Industrial Conference Board and by the University of Chicago economists provide a rude awakening from this realm of phantasy. Both subject the Townsend plan to a devastatingly critical examination. Both show what is likely to be the total cost of the plan and why it would be so much greater than the Townsendites believe. Both demonstrate that the income required would not be raised by the proposed transactions tax or by the insignificant yield of the two additional taxes included in the more recent versions of the plan. Examining the incidence of the tax in some detail, both studies show why the unfavorable effects of the tax upon business would be greater than the expected stimulation due to the expenditure of the pensions. In addition the Chicago study explains the vital importance of the change in the plan introduced in April 1935, whereby money even would be forced out of circulation for four months before payment of benefits began. Of these two publications the Chicago pamphlet is undoubtedly the more useful. The analysis, subtle, trenchant and simply expressed, summarizes in convenient form a vast mass of useful statistics and refrains from dubious political generalizations. It costs only a quarter of the Conference Board publication, and should be in the pocket of every person interested in social security in the widest sense.

At best, however, both pamphlets are critical and negative. The challenge of poverty in the midst of potential relative plenty remains. Mr. Ezekiel is more constructive. Like Mr. Dorman he wants to overcome scarcity by a device "so moderate in its mechanisms that it could be put into action without danger tn our present institutions." But here the resemblance between them ceases.

Mr. Ezekiel is a well-known administrator and economist and his book is full of stimulating suggestions. He argues that we are capable of producing enough to establish $2500 or even more as the minimum income for every family, provided all producers go ahead at the same time and in proper relationship to one another. He would set up a national board to determine, on the basis of existing budgetary studies, the extent to which the different industries should be expanded if all family incomes were at that level. Industry would be persuaded to cooperate in achieving this balanced production through the mechanism adopted in the AAA but put into reverse. Each cooperating business would sign a voluntary adjustment contract with the government promising to produce certain quantities of products within a twelve-month period. The terms of the contract, the amount to be produced, the selling price, wages to be paid and other matters would be based upon a program for each industry worked out by the industry itself in cooperation with the government. Benefits would be paid to producers who sign, out of taxes levied on all products. To ensure the necessary simultaneousness of operation which alone will provide for balanced markets and production, the program would not go into effect until enough industries had signed up and were ready to go, to produce a positive national expansion.

But will a device that was effective in agriculture work equally well in industry? Agriculture, at the inception of the AAA program had been long depressed and the gains from complying were great, the losses less obvious. The danger of obstructive non-cooperative action on the part of a few powerful monopolistic groups was infinitely less than in industry. Mr. Ezekiel does not make enough allowance for the careful work of the Department of Agriculture in past years, through research and the enlistment of the sympathy of local groups of farmers whose cooperation with the government made the agricultural program effective. No government department has any such understanding of the broad problems of industrial production, nor could habits of cooperation be relied upon throughout industry in general, especially after the disastrous experience of the NRA and the general fear of lowered prices through increased output.

Throughout the book there is frequent tantalising reference to the necessity at every stage of "checking" and "balancing up" and "dovetailing" to see that the different parts of the program fit into the national blue print. But there is not nearly enough analysis of the nature of these conflicts between differ-

ent industries, and within each industry, between producers and consumers and between wage earners and profit receivers, or of the manner in which ultimately they must be resolved in a harmonious, non-coercive manner. The gains to different groups of producers would not be equally great, and the temptation to well-organized groups to reap where they had not sown would be tremendous. If production is to be held back until all these essential groups are brought in the plan may never go into effect. The number of questions referred to the national board for ultimate decision would be, it seems likely, much greater than Mr. Ezekiel seems to suppose, and these decisions would have to be implemented if balance were to be achieved. In the last resort it is difficult to see how forcible imposition of the terms of an agreement could be avoided.

Those who believe that balanced production can be achieved only by drastic control of individual initiative in the search for profits and by a greater measure of government in industry will probably find their belief reinforced after considering Mr. Ezekiel's ingenious proposals.

EVELINE M. BURNS
Columbia University
New York

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Marriage and Society

THE FUTURE OF MARRIAGE IN WESTERN CIVILIZATION, by Edward Westermarck. Macmillan. 281 pp. Price $2.50 postpaid of *The Survey*.

THE family, Westermarck finds, is a universal feature in human organization. Three main elements constitute the basis of conjugal attraction, namely, sexual pleasure, the sharing of life, and common interest in children. It is important not only that marriage be based on love, but also that married partners should be well suited to the development of a permanent love life. Emotion may misguide individuals unless compatability of personality and background are taken into account. While sex is of universal interest, nevertheless the spiritual elements in love have a tendency to increase both with the maturity of civilization and with the full development of the individual.

Studying failure in marriage, the author finds adultery the most generally recognized, although not a universal or necessary ground for divorce. Laws of divorce in general are biased in favor of the male sex. Matrimonial unhappiness arises from failure to fulfill one's role in the family circle in a variety of ways and is made more likely by considerable disparity in age, culture or patterns of life. Education for family life, the use of birth control where desirable for personal or social well-being, study of eugenic factors making for racial betterment, health examinations, and constructive marital counselling offer promise of the betterment of marriage.

The author quotes generously from advocates of various types of trial marriage but finds that the need for emotional security is not recognized adequately by them. In his discussion of free love he cites Dr. G. V. Hamilton's finding that pre-marital laxity was coordinated with a lower percentage of happiness in the subsequent marriages. Having studied the very general appreciation of pre-nuptial chastity of brides he takes the position that this attitude is not merely a feature of passing *mores,* but is deeply rooted in man's instinctive appreciation of modesty as a characteristic of woman. Moreover, irresponsible types of sexual union involve the risk to girls of being used temporarily and then discarded. In fact, the risks to women are too great to permit the relaxing of sexual morality.

Predictions of the disappearance of marriage are over hasty. Attacks upon it, insofar as they are based on uncritical revolt, will fall but changes which will accommodate it more completely to the welfare of individuals and to the good of society may be expected. Although any radical change such as the reestablishment of polygamy in the western world is out of the question, yet the laws of divorce are due for revision in the direction of making it easier to terminate bad marriages.

Durable community life in a family home will continue. No other form of organization gives equal promise of conserving the best values of love and comradeship, and as for children, it has been found that they develop most satisfactorily in emotional and social adjustments, and also in their intellectual life, when they have a normal home background. Recent experiments in Russia have added impressively to the demonstration of this fact. Because marriage is conducive to the welfare both of mates and of children, therefore it is indispensable also to the social order.

As the author has already achieved a standing in this field too well known to require comment, the present work demands consideration by all students of marriage and the family.

LELAND FOSTER WOOD
Federal Council of Churches

Panels of Awareness

PSYCHOLOGY AND THE PROMETHEAN WILL, by William H. Sheldon, M.D. Harper. 265 pp. Price $2.50 postpaid of *The Survey*.

AS physician, psychologist and student of religion, Dr. Sheldon has presented a careful study of the conflict between the forces of expression and

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of repression, in which the Jungian viewpoint appears as the basis of his approach to the problems of religious adjustment. The discussion is an outgrowth of a study made possible by the National Counsel of Religion and Higher Education.

Seeking to orient religious functions in human consciousness he urges the necessity for a psychology which involves several panels of mental awareness in such a manner as to bring about "a wish for the marriage of feeling and intellect, and a potential keen delight in the achievement of it."

Life is institutionally organized in economic, political, sexual, religious and esthetic panels, the first three of which are primarily biologic, while the fourth is concerned with time and its orientations, connecting man and his God and finding expression in reverence. The fifth panel, a feeling-awareness, is regarded as dealing with the growth of the human soul. The highest religious personality results from the intelligent combination of the fourth and fifth panels. The waster, the individual of inadequate character, finds life merely an opportunity for expression, but the noblest understanding recognizes that the world is to be understood and particularly "felt with."

Dr. Sheldon seeks to develop a psychology operating on the basis of the fear of a loss of soul, his "animectomy complex." The Promethean voice must urge to better and higher things, which requires a psychology that will protect the human personality from the fatal false loves of most things as they are. Religion has to do with the integration of feeling and intellect, and psychoanalysis is merely a technique "for dealing radically with desperate religious problems." The conflicts in life are merely between the prophet and the priest, the "character-phyllic" and "character-phobic" trends in human personality.

Laying aside the introduction of some new nomenclature and ignoring the Jungian complications and implications, some interesting discussions occur in the author's analysis of his hypothesis, which he regards as a possible preface to a fifth panel psychology. Perhaps he is correct, that as a culture "we are nearly ripe for determined and emotionally driven religious movements."

Perhaps the greatest weakness of the human mind is to be diagnosed as the lost courage to grow a soul. Perhaps there are some who may be afraid to have the soul found, if it is at the price of fanaticism, opposition, narrowness and intolerance. The cornerstone of a soul may be laid in the wide field of esthetic appreciations, but the great hazard is that anesthetics too frequently destroy its functional value.

Taken as a whole the psychological theory here propounded merits consideration, particularly by students of social work, social medicine and religion. Therapy, based upon theory, however, still depends upon the fact that man is still more moved by feelings than by intelligence. If it were possible to develop man's intelligence to the frank recognition of his feelings, or to organize his feelings for the promotion of his intelligence, the possibilities of human redemption might be advanced.

New York Ira S. Wile, M.D.

Out of Experience

PHILANTHROPY AND LEARNING: With Other Papers, by Frederick Paul Keppel. Columbia University Press. 175 pp. Price $1.75 postpaid of *The Survey*.

HERE is an informing collection of fifteen essays written by the president of the Carnegie Corporation, who calls himself "a foundation executive . . . exposed to a wide, perhaps a unique, variety of contacts with social, scientific, and educational matters." Perhaps more exact, though long and cumbersome, would be the title, Experiences in Discovering Faults and Supplying Needs in Practically All Fields of Education.

For a critical estimate of Andrew Carnegie, of the Carnegie Corporation, and of Harvard University (through the medium of President Lowell's influence) one could scarcely do better than to read the three essays, so entitled, which are the longest in the collection. No less keen and penetrating are the succinct analyses of other themes, which, though brief, evaluate and appraise trends in modern charitable organization and administration and in education, both general and specific.

Characterizations and expressions of opinion are crisp vignettes, such, for example, as a reference to trustees who

"recognize that social order can never be imperiled by the truth, and have the courage to stand up under criticism for acting on this belief. They have not been frightened off by the obvious presence of a lunatic fringe." Or this: the architect "understands, as the professor too often does not understand, that the practice of an art, even in a clumsy and halting way, is not only the surest road to an appreciation of what others have done, but is worth while in and of itself, and that the art of the amateur is not necessarily bad." And this one too is worthy of quotation: "When once a hobby reaches the stage of being the exercise of a skill it is, of all activities, the surest to provide that stimulation of the mature mind of which we have been talking."

The mind of the reader is informed and at the same time stimulated to do its own thinking, through these chapters.

ALFRED WILLIAMS ANTHONY

Lewiston, Me.

Light Without Leading

TWENTY THOUSAND HOMELESS MEN, by Edwin H. Sutherland and Harvey J. Locke. Lippincott. 207 pp. Price $2.50 postpaid of *The Survey.*

THE men here studied were the unemployed in Chicago shelters in 1934-35.

Although the book makes a noteworthy contribution to the all too sparse literature in this field of social work, it is evident that the work of the survey staff has been somewhat patched together to bring it into final form. The authors are sociologists who have little good to say of case work or case workers. Their staff was paid by the Illinois Emergency Relief Commission and the "other expenses of the project" were met by the Social Science Research Committee of the University of Chicago.

Part of the book flows well and succeeds in individualizing the men and their problems. The chapter, The Process of Shelterization, leaves no doubt in the reader's mind about what this demoralizing process means to men and to society.

The last chapter has the misnomer title, Policies and Pressures. An appropriate title, it seems, would be Politics. Both public officials and private agencies come in for strong words about conflicts and graft, treated in a way that seems, at least to this reader, a decided let-down from the fine job of interpretation of the men for whose needs the program of assistance was created. There are no "findings and recommendations" such as usually bring up such a study as this. There is just a sentence: "The effects on the shelter men and the analysis of their attitudes which have been presented in this book show the inadequacy of existing policies and point the way to the development of more effective policies." With this no informed person will disagree, but still he will lack a clear answer to the recurring question "But how?"

MACENNIS MOORE

National Association for Travelers Aid and Transient Service; and Committee on Care of Transient Homeless
New York

DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

Child Welfare

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 180 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

Foundations

RUSSELL SAGE FOUNDATION—For the Improvement of Living Condition—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Social Work Year Book, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Vocational Counsel and Placement

JOINT VOCATIONAL SERVICE, INC.—Offers vocational information, counsel, and placement in social work and public health nursing. Non-profit making. Sponsored as national, authorized agency for these fields by American Association of Social Workers and National Organization for Public Health Nursing, 122 E. 22nd St., New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Confernce will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Katharine Tucker, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

?
Is your organization listed in the Survey's Directory of Social Agencies ?
If not—
why not?

Roots of Education

SCHOOL BEGINS AT TWO, by Harriet M. Johnson. Edited by Barbara Biber. New Republic. 224 pp. Price $1 postpaid of *The Survey.*

ALL of us who have admired for many years the work of Harriet Johnson in the education of young children are indebted to her co-workers for this gift in her memory.

The intrinsic philosophy throughout the book is, as the editor indicates, not alone for the education of two-year-olds but for education at any age level. The curriculum, she states, "presupposes an ordered analysis of observed behavior; the outlining of stages and phases in development; the conception of certain interests and impulses dominant in early childhood, and of the steps in their development. It must also assume a logical relationship between the trends in behavior and the educational process. . . ." The teacher must take a dominant though not a dominating role. "The emotional and intellectual development of children, as correlates of physiological maturing, must guide the teacher in her choice of emphasis, her selection of which signposts she will follow and which she will disregard."

Miss Johnson not only presents this major thesis but gives much insight into developmental trends, the specific educational procedures that contribute to growth, and the specific jobs of the

teacher. These are real children that are described and the interpretations are based on sound principles of biology and psychology. No one can doubt the wisdom that lies back of these writings.

About one fourth of the volume is manuscript of a book unfinished at the time of Miss Johnson's death; some fifty pages are studies of individual children, made and organized for staff discussions; the remainder is selections from articles and notes written since the publication in 1928 of Children in the Nursery School. The book necessarily lacks the structure and completeness of a continuous manuscript and therefore probably will serve better as a stimulus to the thinking of teachers than as basic material for students beginning their preparation.

The editor has done an unusually fine piece of work in bringing together this mature contribution of a pioneer and a most brilliant student in nursery education.

LOIS HAYDEN MEEK
Child Development Institute
New York

Black Belt Economy

THE NEGRO QUESTION IN THE UNITED STATES, by James S. Allen. International Publishers. 224 pp. Price $2 postpaid of *The Survey*.

IT would be easy to point to numerous instances of exaggeration and unfairness in this book, or to put it off with the remark that it is unconvincing in its main conclusion. But in justice stress should be laid on the fact that it is the most revealing analysis of the American Negro problem seen in a long time. Evidences of painstaking study and of an appreciation for precision in the statement of facts more than offset some rather crude hits in the direction of those with whom the author disagrees.

By re-sorting census data and bringing them into relation with other statistics, Mr. Allen gives sharp outlines on the map to that hitherto vague or inadequately defined area, the Black Belt—in itself a considerable achievement. He shows that it has distinct geographic, ethnic, and economic characteristics and, all irrelevancies apart, is that section of the United States which has never completely been brought under the capitalist system. The meaning of the Black Belt lies not in its large Negro population nor in the prevalence of large scale production, even less in any special quality of the soil, but in the form of economic relations which has developed there, the plantation system. It lies in the continuous history of that system, only disturbed but not broken by the Civil War.

Wage labor here never became the basis of the economic structure. Even the northward migration during and after the World War only temporarily threatened the reliance of this area on the unfree labor of sharecroppers and share tenants, held in bondage by debt and by a law framed and administered exclusively in the interest of the owners. That migration nevertheless, according to the author, introduced the germ of what eventually will be the death of the plantation system. Disastrous as was the depression which stopped and then partly reversed this population movement, it impregnated the South of the plantations with the ideas which colored and white workers alike had gathered in the industrial communities.

Mr. Allen displays a good knowledge of plantation economy and of the social history of the South. He also contributes new facts worth knowing about Negro experiences in the North and about the relation between northern and southern progress in industrialization. He effectively questions policies and movements whose usefulness is too often taken for granted.

In sustaining the Communist Party's demand for separate statehood for the Black Belt, so as to insure a cultural home for its Negro majority, the author seems to overlook that in a United States so revolutionized as to make such a plan feasible there no longer would be incentive enough for colored citizens, even though they might wish to form such a state, to remain concentrated in it; for it would have no special advantages to offer them.

New York BRUNO LASKER

One Sided Picture

THE ADOPTED CHILD, by Eleanor Garrique Gallagher. Reynal & Hitchcock. 291 pp. Price $2.50 postpaid of *The Survey*.

THIS author, a volunteer, who has been associated with an adoption nursery for fifteen years, has several strong basic convictions in relation to child adoption. Among these are: quick action in taking a child for adoption, preferably at ten days of age; immediate legal adoption after placement with foster parents; the futility of study of a child's family background and the injustice of recording information. Most child welfare workers will disagree wholly or in part with these and with other conclusions in the book. Their experience, based on a long range view and prolonged, direct contact with families and children, has led them to the conviction that family ties are strong and should be broken only after a thorough consideration of the psychological, social, and economic factors involved—and then not too easily. To them it seems idealistic to assume that immediately after a baby is placed "they all lived happily forever after."

The author is critical of social workers, state departments of social welfare, psychologists, physicians and so on, and cites letters and cases which put them in an unfavorable light. Anyone familiar with the total picture knows that this kind of material tends to mislead the reader by means of partial presentation of facts or typical cases.

Because of the limited and, it seems, frequently erroneous concept of child welfare and of many inconsistent not to say inaccurate statements the book seems to hold no value for social workers. Unfortunately readers unfamiliar with basic social and psychological principles may be impressed by the facile presentation of fact and fancy all jumbled together.

SOPHIE VAN S. THEIS
Secretary, Child Placing and Adoption Committee, New York State Charities Aid Association

Run of the Shelves

SEX EDUCATION, by Maurice A. Bigelow. Published by American Social Hygiene Association. 307 pp. Price $1 postpaid of *The Survey*.

A REVISED and popular priced edition of an old standby, first published in 1916, which grew out of the Fifteenth International Congress on Hygiene which in turn furnished the framework for the educational program of the American Social Hygiene Association. Much new material has been added including an up-to-date bibliography.

THE PSYCHOLOGY OF ADOLESCENCE, by Luella Cole. Farrar and Rinehart. 503 pp. Price $3.50 postpaid of *The Survey*.

THIS volume may be of service to psychologists who are generally unfamiliar with the subject matter. For those who are more familiar with adolescence it offers little that is new. It is unfortunate that a rather rich presentation of case material should be marred by a considerable amount of inaccuracy of interpretative data. As its usefulness is lessened because of a lack of dependability it scarcely can be recommended to the uncritical student or teacher.

HOW TO ABOLISH POVERTY, by George L. Record. Published by the George L. Record Memorial Association. 201 pp. Price $1 direct from the Association, 26 Journal Square, Jersey City, N. J.

THE political and economic views, set down before he died in 1933, of George L. Record, "for more than thirty years New Jersey's foremost citizen." Springing from the theories of Henry George, the program of political action proposed would "end the present and future depressions, provide permanent employment for all, increase the production of wealth and secure its more equitable distribution." There is an introduction by Amos Pinchot and a foreword by James G. Blauvelt.

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So They Say:

• The final and most sinful pretension of the human spirit is always expressed religiously.—REINHOLD NIEBUHR *in The Christian Century.*

• When I am in a quarrel with the public I figure that the public is probably 49 percent right.—PROF. HOWARD W. ODUM, *University of North Carolina.*

• Elections do not solve national problems; they only determine what group of men will take the lead in trying to solve them.—FREDERICK LEWIS ALLEN *in Harpers Magazine.*

• Direct taxation, which thirty years ago was supposed to have reached the breaking point, seems today merely amusing.—SIR JOSIAH STAMP, *to the British Association for the Advancement of Science.*

• I don't object to private ownership, but if private capital cannot build cheerful houses with windows and enough space for sunshine and air at low rentals it should not complain when the government does so.—MAYOR LA GUARDIA, *New York.*

• The terrifying fact is that when a nation is faced with some question involving the issue of peace or war, its attitude becomes that of an aggregation of yokels, swayed by prejudice and inflamed by passion.—SPENCER BRODNEY, *New York Times.*

• There are no short cuts to evolution.—LOUIS D. BRANDEIS, 1912.

• The enemy of the world is the provincial mind.—PROF. ROBERT MCELROY, *Oxford University.*

• Prison reform is no sentimental jamboree, but just good business judgment.—SAM A. LEWISOHN, *New York.*

• Our danger today is that the discontent with social and economic evils which these recent years have roused may try to satisfy itself with soft compromise.—*Labor Sunday Message, Federal Council of Churches.*

• We might eliminate some of our jail crowding by placing a post with rings attached in the courtyard and giving a few of these tough law violators "thirty-nine" with the bull whip.—JUSTICE NAT T. GRAY, *Suffolk, Va.*

• One of the most sapient aphorisms of which I know is that it takes a tragic amount of time on the part of the wise to correct the mistakes of the merely good.—ERNEST M. HOPKINS, *president, Dartmouth College, in Atlantic Monthly.*

• The major part of parental energy is exerted upon efforts to make the best of bad reproductive jobs.—PROF. EARNEST A. HOOTEN, *Harvard University.*

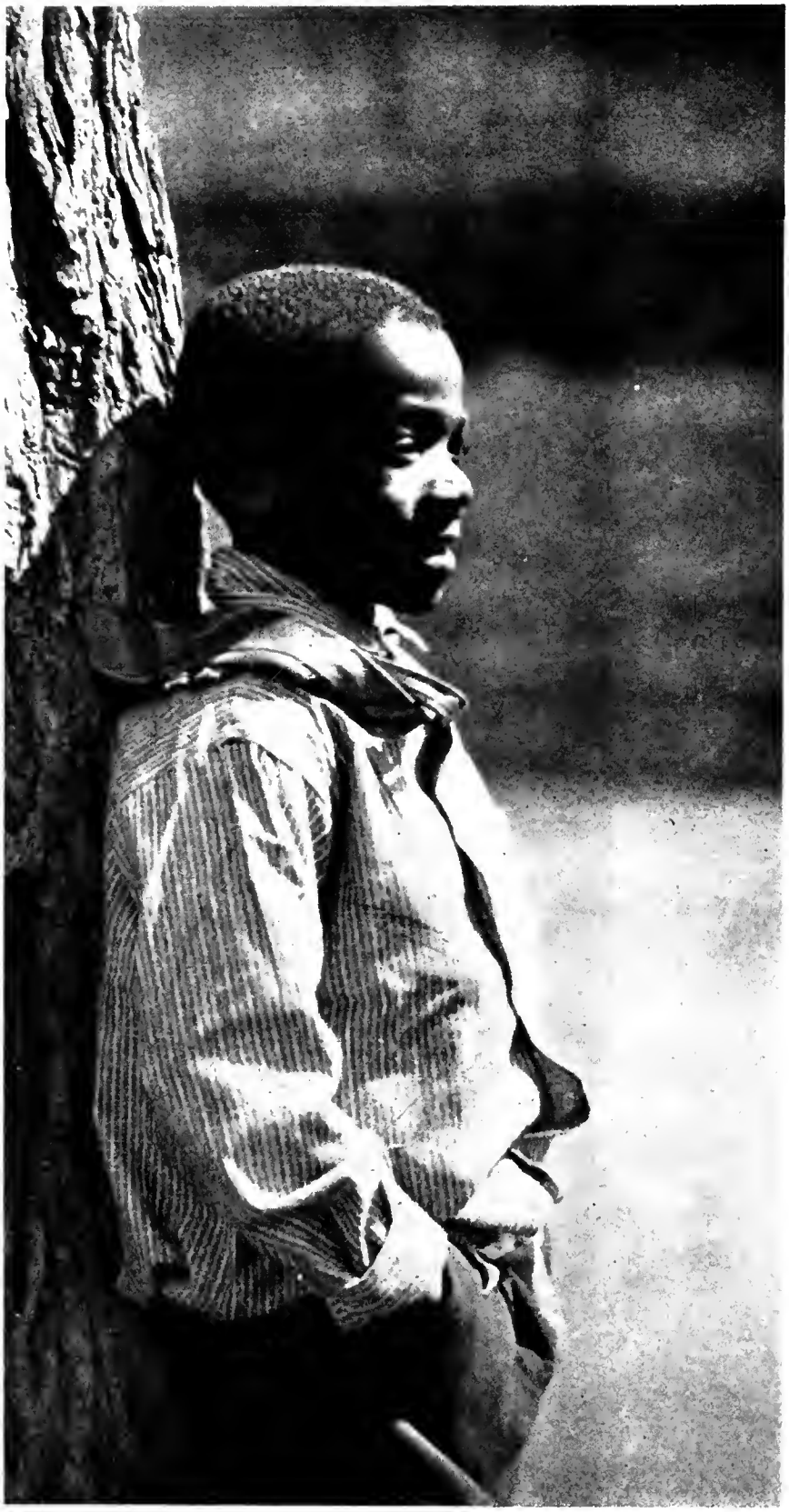
• One of the greatest indictments of modern education is its systematic production of unthinking jingoists.—FREDERICK U. REEL, *Class of '37, Wisconsin University.*

• Our present system of education engenders an absurd love of the quill as against any other implement.—D. PARUSHOTHAM *in Educational Review, Madras, India.*

• I have always been interested in charity but never personally. I helped out boxing bouts and all like that. But now I got my shoulder to the wheel. I go to meetings —JACK DEMPSEY, *pugilist.*

• The lost work of ten million men is a loss to the nation that can never be made up. Since 1929 those idle men have lost enough time to have rebuilt the whole United States.—DAVID CUSHMAN COYLE *in Uncommon Sense.*

• It is sad but true that when an institution determines to do something in order to get money it must lose its soul, and frequently does not get the money.—ROBERT MAYNARD HUTCHINS, *president Chicago University, in Harpers Magazine.*



Mary Murray, in her Victorian chair at the top of this page, and Anna Shotwell in their quiet Quaker way stormed an almshouse in 1836 and marched off with eleven Negro children for whom they made a little home. Derision and violence were poured upon that shelter in the troubled years that followed. But with time the home for young Negroes prospered. Today's children welcome "children" now in their eighties who come back for its hundredth birthday (See page 329)

THE SURVEY

NOVEMBER 1936

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Relief—the Price of Low Wages

By CHARLOTTE E. CARR

Executive Director, Emergency Relief Bureau, New York City

THE pressing obligation of all of us these days is not "the business of relief" but the business of getting relief clients back to real work. For relief rolls, while they are falling, are not falling in the degree to which general business conditions are improving. Unless we face the situation that is developing we shall have recovery skirting and leaving behind a great mass of people doomed to spend the rest of their lives on the borders if not wholly in the twilight zone of dependence. Their employability must be established now if it is ever to be.

There are three interested parties to this situation: the taxpaying public which must foot the relief bill; industry, struggling back to its feet after its major dislocation and cutting its corners as closely as it dares; and the unemployed themselves whose whole future is at stake but who, because of the pressures from taxpayers and industry, are too easily forgotten.

The taxpayer—and that means all of us—has a huge stake in recovery. Anything that will hasten its course is to his advantage. But the relief burden which he carries is not, as he often assumes, a load upon recovery. There is no money turned over as rapidly as the relief dollar. In New York City, as elsewhere, that dollar goes quickly into all channels of trade. We have cash relief and that cash goes into immediate circulation, much of it through the tills of the neighborhood grocery stores and corner meat markets. For example, in the year ending May 30 last, fifty million New York City relief dollars, roughly speaking, went into the business of the food purveyors; some thirty million to landlords in the form of rent. To be sure, in all sections of the city the rents paid were not up to current levels, but they were considerably more than a drop in the bucket when it came to paying taxes, keeping up property and the like. In that year the utilities, gas and electric companies got more than four million of these relief dollars; the clothing business two and a half million and local coal dealers a million and a half. A million relief dollars were spent for medical service, going to nurses, to some 4000 doctors and to hundreds of local druggists.

When one stops to think how all those great sums spread out and into the channels of business after they left the hands of the relief recipient, only the purblind will deny that the relief dollar itself has contributed to recovery.

But unfortunately this dawning recovery has not yet changed the relief situation very markedly. New job opportunities are increasing in New York and the relief rolls are beginning to show the effect of them, but the progress is slow; too slow. Three factors are responsible for the lag in transferring employable relief recipients to private payrolls: relief clients are not getting their fair share of the new jobs; substandard wages are forcing a continuance of relief as supplementation of such wages; and a sort of thumbs-down attitude is evident on the part of some employers which amounts to discrimination against people on relief.

THE index of factory employment in New York City rose 11.1 percent from June to September 15, which meant about 50,000 new jobs in manufacturing. If the same rate of improvement prevailed in other forms of enterprise 250,000 new jobs were created in New York City during that period. To be conservative let us cut that figure in half and say that 125,000 new jobs opened up. During those fourteen weeks, something less than thirty-three thousand relief cases were closed because of reemployment—in other words only one out of four of the new jobs took a man off relief. Yet it is estimated that only half of the unemployed are on relief. Certainly we do not want to urge that those on relief be the only ones considered for the new jobs; we are equally concerned with keeping off relief those unemployed who have never had to resort to it. But it seems clear that unless the proportion of one out of four can be changed the prospect of recovery pulling us out of the relief business is certainly not very promising.

The second factor delaying the reduction of the relief load in New York is that ancient evil, substandard wages —wages so meager that they are below the subsistence level of relief budgets and must be supplemented if families are to survive. Along with it is the spread of part time work; that is, several part time workers hired to do the work of one or two full time workers. Employers who resort to this device use the home relief allowance as a wage base, and seem to think that part time wages do not show up as badly on their books as substandard full time wages. Of course these employers are exploiting not only their employes but every taxpayer in the city.

UP to now we do not know as much as we should about the extent to which relief, that is the taxpayer, is subsidizing in one way or another certain employers in private industry, but presently we shall know more. The research department of the Emergency Relief Bureau, in cooperation with the division of women in industry and minimum wage of the State Labor Department, is now engaged in a study of some 7000 supplementary aid cases which we know we have on the relief rolls. An advance sampling has already given us a pretty clear indication of a situation which, unless it is checked, will push us into larger and not smaller relief loads. For example: thirty-seven men engaged full time in manufacturing earned a median weekly wage under $11, and thirteen men in wholesale and retail trade a median weekly wage of $8.75. A sample of taxi-drivers receiving supplementary relief showed their median weekly earnings to be $9 for a fifty-four to sixty hour week. We have a woman with six children to support working fifty-four hours a week making artificial flowers to earn $7.56; a girl of nineteen, only earner in a family of ten, who works in a button factory for $8 a week. These figures are taken not from workers but from the payrolls of employers. Curiously enough these employers do not see anything scandalous about this. Their attitude seems to be, "Well, it's better than nothing, isn't it?"

The answer to that of course is whether the taxpayers of the community should supplement with relief those employers who will not or can not pay a living wage. There is too the unfairness to the employers who do pay a decent wage and yet must pay taxes for the supplementation by relief of substandard wages paid by their competitors.

The whole problem is serious and growing, and it is far from simple. One of its major difficulties lies in its lack of understanding by the public. If we say that relief shall not supplement substandard wages, and arbitrarily cut from the rolls every person who has any kind of a job, what then? Would this have the effect of raising wages to a subsistence level, or would it mean that people would quit their sub-subsistence jobs for subsistence relief? And would the taxpaying public agree to a policy which cost say $50 a month for relief for a family instead of $25 as supplementation of substandard wages?

I myself do not know the answer, but I know that whatever you do in public relief the public must be with you in your planning; you cannot arbitrarily take a step beyond the thinking of the majority or at least of the leaders in your community without taking a grave risk of losing your entire relief program. The hardest compromises a social worker has to make, I think, are those involved in a relief program which must stand up before the reaction of the whole public.

In New York City we have never to my knowledge dropped from relief a single case because of refusal to take a substandard job. But I am not certain that the public, if it were fully aware of this policy, would agree to it. We take the stand that we cannot let relief, occasioned in large part by the maladjustment of industry, serve as a great lever to continue that maladjustment. It makes your heart run high but also it makes the chills go up your back to see the eagerness with which people snatch at any job at any wage for the sake of working again, and to realize what that can do to the wage levels of a community where, with the scrapping of the minimum wage law, the only protections are the standards of reputable and far-sighted employers and the strength of organized labor.

I cannot believe that it is wise for any relief organization, whether home relief or WPA, to run its own employment service. Such a service puts the unemployed who are on relief into a class apart, outside of the normal setup for job placement and establishes a certain psychological slant in the men themselves, in the employers and in the community, that is bad for all parties concerned. I think that we in the relief organizations have done too much amateur employment service. The unemployed in their eagerness for jobs, any jobs, claim qualifications they may not have; relief workers, equally eager for jobs for the clients and inexpert in estimating qualifications, send the clients out to places which they cannot fill satisfactorily. Largely as a result of this hit or miss placement a prejudice against the unemployed on relief has developed among employers, a prejudice which is in a fair way to become discrimination.

TO counteract this we have in each of our forty-four relief offices in the city an experienced representative of the federal-state employment office, who interviews our clients and classifies them exactly as any nonrelief applicant for employment is interviewed and classified. As a result we are learning what is the actual employability of our clients, not by the yardstick of people who know how badly they want work, but by the yardstick of the employment office which knows what a man must have to stand up in the competition of the labor market. These records are pooled in our central office. At five o'clock every evening the state labor office sends us a list of the jobs that have not been filled that day. By means of a special shift of workers and messengers we notify that night the people on our rolls who appear to be qualified, and they apply the next morning, not to our district offices but directly to the employment office.

By this device we have raised our placements from home relief rolls from a miserable five or six a month to some 150 a week. As we learn better how to do this I think we shall get for our clients a better break on jobs; that is, have more than the left-overs turned over to us to fill. And as a better job of placement is accomplished we shall overcome the prejudice and discrimination of employers against "reliefers."

We must remember that we cannot keep men morally and physically fit for reemployment by industry unless we keep relief steady and at a reasonably decent standard. Take the single item of clothing for example, an item

which is an acute problem with us as I suspect it is with every other relief agency. The state employment people say that if the men could only look a little better they would have better chances at the jobs. Now we can't make every man look ship-shape. Yet I sometimes think that it might be a good investment to outfit a man decently when he goes out to apply for a definite job. Certainly anything that would convince employers that these men are as other men and are not unemployable by the accepted standards of industry would be worth whatever it cost. And convinced they must be, for neither the taxpayers, nor industry, nor the unemployed themselves, can afford to let recovery leave behind a permanent army of economic disabled, a burden on society for years to come.

Citizen Boards in Public Welfare

By MARGARET CAREY MADEIRA

Vice-president, Public Charities Association of Pennsylvania

ONE of the by-products of the tendency towards centralization, evident in the United States for the last few years, is the inclination to question the value of unpaid citizen boards in the field of state and local public welfare administration. Perhaps this inclination is a symptom of our alleged drift toward a totalitarian state. In any event, it is a challenge to those of us who favor citizen boards, as a part of the democratic process, to promote conditions to insure their efficiency.

No thoughtful, informed person would, I think, defend the usefulness of unpaid boards under all circumstances. On the contrary, experience seems to indicate that their usefulness depends entirely on the extent to which certain conditions essential to their successful functioning are met. These conditions fall into three groups: the qualifications of the board members, the qualifications of the officials with whom they are associated, and the legal and traditional terms of their association.

To begin with the last, it is essential that the duties and responsibilities of a citizens' board should be real and that they should be clearly defined by law. There is no possible justification for setting up boards that are mere rubber stamps. They involve a waste of time for all concerned and good people will not long serve on them. Generally speaking, the more that is demanded of a board member, the better the type of person who will accept the responsibility. People will make real sacrifices in order to do something that is real. They won't in order to perform a perfunctory service.

Besides a clear legal definition of the duties of citizens' boards, a tradition must be established favoring their full functioning. It should not be difficult to educate public opinion on the importance of nonpartisan citizen representation in the administration of public welfare services, nor to promote the understanding that such boards are a means of safeguarding from partisan exploitation not only the interests of unfortunate people, but the resources of all of us. To a great extent the responsibility for this education rests upon the members of the boards themselves. If they become isolated from their public, their usefulness is seriously impaired. They should not only represent the public in their field but also should interpret to the public the activities in that field. Such a tradition cannot, of course, be built up in a day; it takes more than one administration to establish it on a firm basis, but without it the requirements of the law may become meaningless.

I do not mean to imply that local boards should attempt to determine policies which by their nature are the responsibility of the state agency. Experience has shown that overreaching at this point can be a serious obstacle to the execution of state-wide policies. Local boards should interpret state policies and adapt their execution to varying local conditions. They should, moreover, take part in the formulation of state policies and if they are constituted as they should be they will have an important contribution to make. In my opinion they should resist the almost inevitable tendency on the part of the agency higher up to turn them into dummies. The assumption that the bigger the governmental unit, the wiser and purer the people who direct its activities, may be carried to extremes.

TO turn to the qualifications of board members on which successful functioning depends, the first and most essential is integrity of purpose. I am well aware that people often develop under the stimulus of responsibility, and that those who have sought a position for trivial or selfish reasons often fill it with honor. However, one cannot depend upon such miracles. The chances are that more harm than good will be done by citizens' boards, unless the dominant motive of their members is a genuine desire to perform a useful service to society. That such a motive is often accompanied by a wish for recognition need not disturb us too much. The desire for honor from time immemorial has been an incentive to action, even to sacrifice. It is a perfectly normal desire which can be put to good use as long as the ruling purpose is unselfish, and as long as ambition to shine is tempered by humility in the face of responsibility.

Closely related to integrity of purpose is willingness to keep an open mind—an essential qualification for a representative of the public. A member of a citizens' board should be able to see the questions that he is called upon to consider, not from the point of view of a class or a race or a sect or a section of the state, but from the point of view of the whole public. When the claims of different groups conflict, he should be able to weigh these conflicting claims objectively, intent only upon getting the right thing done, not upon serving a special interest, not upon getting his own way.

Aside from these attitudes of mind, the most important qualification to look for in a board member is the ability to make some real contribution to the work of the public agency with which he is associated—a contribution based on special training or on special interest. At the risk of digression, I want to say a word here about the often ar-

bitrary distinction between "lay" and "professional" service. It seems to me that some of us need to consider this distinction with fresh eyes. It looms large in the minds of many social workers—sometimes disproportionately large. Since I am a layman in every sense of the word, it is perhaps unsuitable for me to point out that a passionate interest in social work may plough and cultivate one's mind as successfully as special training. On the basis of deep and genuine concern, plus active work as a board member or a volunteer, one may develop as disciplined a mind, as steady a point of view, as may result from formal education for a professional career. I do not believe that such formal training for social work as is offered to us at present sets a person apart as does training for other professions. There is no body of exact knowledge related to this field corresponding to that which the doctor, the lawyer, the engineer must cover in order to function at all.

The value of formal training, especially when it is broad and reasonably free from dogmatism, is, I believe, beyond dispute. I realize fully the necessity of establishing and maintaining professional standards in the field of human service and the difficulty of setting up dependable substitutes for professional training. Nevertheless, it is a fact that social work of professional quality is often done by people who have not had professional training, and that, as members of citizens' boards, they may make a contribution to the work of a public agency as valuable as that of professionals.

The members of an official board should, then, be distinguished by integrity of purpose, by capacity for open-mindedness, and by ability to make a real contribution to the work of the public agency, a contribution based either upon special training or upon special interest or both. Undoubtedly these are pretty stiff requirements, and the question naturally arises, whether it is possible for the appointing power to obtain the voluntary services of such paragons of virtue and intelligence.

OBVIOUSLY the person who will make a really useful board member will not, as a rule, be appointed, unless the governor or the mayor, or whoever the appointing power may be, uses his privilege with a full realization of the responsibility he is conferring and of the high purposes to be served by the selection of well qualified people. Too often, board memberships are employed as currency for the payment of political debts; it is only by the grace of God that people so chosen are prepared for useful service. The same is true, of course, of appointments made to promote a political end, such as control over staff appointments under the board. Some degree of protection against this abuse exists in overlapping terms of board members, and a further protection is the transfer of the appointing power to a welfare commission whose members serve overlapping terms. But only an enlightened public opinion can provide complete defense against the misuse of the appointing power.

Granted, however, the good intent of the appointing power there remains the difficulty of persuading the right man or woman to accept the appointment. This has always been a difficulty, but during the past few years recruiting the best type of board members has been complicated further by the fact that many qualified persons can no longer afford to accept obligations which make a heavy claim on their time and involve a considerable expense, direct and indirect. People who formerly were able to devote themselves to unpaid service without counting the cost, are now finding that their personal affairs, their homes and their businesses, require all they have to give. This economic difficulty could, of course, be removed, or at least diminished, by the payment of a per diem or a small annual salary to board members. It seems to me entirely possible that this may become necessary, though there is, of course, the chance that the cure may be worse than the disease.

ASSUMING this problem solved, the difficulty of enlisting qualified people would still remain. In view of the burden of work and responsibility that board membership may impose, we are forced to ask ourselves whether there is any legitimate inducement to offer to those who can do a really useful job.

It is a pity that Americans have become so cynical about public service. This is due partly to a sort of defeatism that afflicts many of us when we ponder too long the disappointments of democracy; partly to self-indulgence; partly to an overdose of modern psychology. But in any case, I think we have had enough of it. The truth is that we fulfill a basic need of our human nature when we render service to the society of which we are a part. The opportunity of the volunteer on a public board, whose work touches the health and welfare of his fellowmen, is a privilege, and should be so recognized. Only from a decadent point of view can it be seen as a tiresome duty or a pathological symptom. It is an opportunity which should be offered to the wisest among us, an opportunity to fulfill our ideal desires, a privilege for which the fortunate should be thankful—even if they are hard up. The future of our democracy will depend upon the extent to which the fortunate meet such challenges as this.

No matter how perfectly constituted a citizens' board may be, it will not be able to accomplish very much unless the officials with whom it is associated are adequately prepared to carry their responsibilities. As government becomes more complex, the question of adequate preparation becomes increasingly important. There are few of us today who would agree with Andrew Jackson that "the duties of all public officers are so plain and simple that men of intelligence may readily qualify themselves for their performance."

Whether adequate preparation must mean formal education in social work is another question. I believe that most graduates of schools of social work are of the opinion that there should be neither a legal nor a traditional requirement that the state director of welfare should be a graduate of such a school. If this is their opinion I agree with it. It is true that either law or tradition requires that the secretary of health should be a physician, and that the same condition applies to many subordinate officials in the field of public health. One might argue reasonably that the position of secretary of welfare should be safeguarded in the same way. But in reality the measure of protection afforded by this requirement in the field of public health is pretty small. However superior the ethics of the medical profession may be to those of most of us, nevertheless there are still enough politically-minded doctors to undermine the intention of the requirement, which itself is inadequate because it does not include training for public health work. If it were required by law or by tradition that the secretary of welfare should be a trained

social worker, the results might be even more disappointing. Without going into the question of the political-mindedness of social workers, the usual social service training and experience, while an asset, in its present stage of development is too narrow a field to furnish adequate preparation for public administration on a large scale. How the situation may be changed in the future, by the efforts of schools of public administration, I do not know; but in the last analysis everything depends, and will continue to depend, upon the integrity of the appointing power.

When it comes to subordinate officials of the welfare department there can be no quarrel, I think, with the requirement that they should be thoroughly qualified for their special technical responsibilities and that their appointment should be on merit as determined by examination and evaluation of personality.

Aside from knowledge of his field, an official must have a genuine desire to get the best possible service from his board in order that their mutual relationship shall be fruitful. He cannot be blamed if he fails to make any more use than the law compels, of a board of vain and foolish people. He can be criticized severely if he fails to get all that he can from one that is well chosen and competent. Especially is this true today, when problems of public welfare have assumed such proportions that their treatment calls for the interplay of a wide range of knowledge and experience. There is a danger, in my opinion, that social workers whose knowledge is limited may assume responsibilities for which they are not qualified. In fact, I believe that this has already happened. To an unprecedented extent social workers have been in demand for governmental positions. Some of them, knowing little of economics or national finance, have shown no hesitation in advocating policies of far-reaching importance, the end results of which they are not equipped to evaluate.

A large percentage of the national income, federal, state and local, today is being expended in what we call the social work field. Questions of federal, state and local functions are involved. Policies reach from their impact on national economics to their effect on the humblest citizen. The whole complicated business of public welfare services from top to bottom calls for the related efforts of the best minds available. Citizen boards, properly selected and motivated, have a distinctive contribution to make, as have welfare officials and professional social workers. But that contribution will be useful only in the manner and to the extent that it is used.

This article is drawn in part from a paper given by the author at the Atlantic City meeting of the National Conference of Social Work.

Looking Back from the Job

By EDA HOUWINK AND ALICE TAYLOR

St. Louis Case Workers' Council

ACADEMIC training for social work is comparatively new, and clearly needs evaluation as much as do the techniques of case work practice. A group of young trained workers from both public and private agencies in St. Louis recently undertook to study among themselves the utility of training, using schedules in which workers could appraise their previous training for the job at hand.

Examination of the seventy-seven schedules returned by graduates and former students of some thirty schools, brings out pertinent fact and opinion. Evident at once is a general feeling that the schools should face the task which the public agency worker has to face, and should direct part of their program to this field rather than restrict all courses to the work of the private agency. One comment is typical, "My greatest handicap upon entering the field was that I had not in any way been prepared for the job as I found it." Training was felt to be "good theoretically, but woefully lacking in practicality." The difficulty here was not in the amount of time given to case work theory and practice, but rather in the character of the analysis which lay behind it.

According to a large number of the replies, training in intensive case work theory is necessary "from a scientific, experimental viewpoint, but it is not always immediately useful," and "the case work approach and training should be coordinated with larger social problems and its place determined." The need for grounding in the social sciences was echoed in nearly all of the schedules: "It is essential that social work training stress the social sciences before specialization in order to develop social perspective and a critical capacity. This will prevent the immature and inexperienced from becoming overbalanced and involved in cultist theories. Courses in basic social sciences should be continued in conjunction with technical courses in social work in order to retain this perspective and to develop further constructive social thinking."

It was urged generally that office routine be included in training. "Regardless of how unimportant routine mechanics seem to the school, they are definitely necessary to the functioning of an agency." Many of those replying asked for added training in budgeting, dietetics, and recording, and for some understanding of property and insurance questions. Where these subjects were entirely omitted from the curriculum, workers asked that they be included.

Some workers held that: "There is too great a tendency to consider the student as case work material and to place the emphasis on developing the student's personality instead of developing his case work ability. Relationships built up in this way may prove harmful. The supervisor's interest becomes possessive, thus smothering the student."

In many of the replies there was an appreciation of the value of the psychiatric approach, but there was also a wish to see psychiatric theories in relation to other methods, and not as the dominant tool in case work practice.

The material from the schedules which could be tabulated showed some interesting results with regard to the types of courses considered essential. Elements of case work was rated the most helpful course, medical social work, psychiatric case work, advanced case work, legal aspects, and

child welfare following in the order named. Field work was held to be more helpful than any theoretical courses. Other technical courses were ranked as of doubtful utility.

Few people had had courses in other social sciences as compared with the number who had taken technical courses. This probably was due in part to the fact that, in the undergraduate school, the required technical and cultural courses crowd out the students' choice of other social science courses. Curves, plotted to show the usefulness of courses to workers, show that the individual social sciences (political science, sociology, economics, psychology), particularly the advanced courses, have a high degree of utility. Psychology courses were rated higher in utility than courses in the other three fields.

A summary of the data indicates that, in the experience of these young workers, specialization in undergraduate work begins too early, thus eliminating the courses in social sciences for which a need was expressed in practically all the schedules. Since the social worker needs a large fund of information, it might be well if the schools would consider dropping the required preliminary courses in Greek, Latin, and mathematics, and substituting for them courses in the more dynamic social sciences. The plan of permitting specialization only in the graduate years also allows the student to take a sufficient number of social science courses as an undergraduate. The student should have help in planning his program as his own inexperienced judgment usually is not a sufficient guide in laying out his course of study. It would seem well to plan pre-social work courses, paralleling the planfulness of pre-medical and pre-legal curricula. Some room should be left for the so-called cultural courses, but these should not crowd out necessary work in the social sciences. Students should be required to study labor problems, political theory and practice, social psychology, social organization, and social control. Such courses as these will keep students and workers alive to the social situations in which they and their clients function.

Further, the student should have a unified functional view of the whole field of social science, rather than an academic analysis of the problems and relations among the several disciplines. One student from a rural university reported with regret some hostility between the social work and sociology departments which created difficulties for students pursuing both subjects.

Another conclusion which emerges from the schedules is that the school "owes it to the student to present all social work theories rather than to emphasize only one. This will allow the student to make an unbiased choice in working out his own case work philosophy and his plans for specialization." It might be added that, as the young workers see it, the job of the school in handling its students is to develop them into case workers, and not primarily to treat them as clients with personality difficulties.

Technical courses which stress almost entirely the practical aspects of the job are essential, they feel, to the training of a well rounded social case worker; but these courses should not dominate the curriculum. The technical courses ought to train the worker for public as well as for private social work, and should be preceded and supplemented by carefully planned exploration in the broad social sciences.

Twenty-Five Years Ago in The Survey

November 1911

"We are entering upon a period when gathered emphasis is to be laid on the need of a psychological approach to the family problem. In making the psychological approach, results of social gain are to be measured ultimately by the service rendered not to the bodies but to the souls of men."—*Mary Willcox Glenn at the annual public meeting of the New York Charity Organization Society.*

"Louis D. Brandeis, 'New England's attorney for the people,' has been invited by the state of Ohio to defend the Woman's Ten Hour Law before the Ohio Supreme Court."

At the Indiana State Conference of Charities, Gov. Thomas R. Marshall "came out for a state correction farm and the abolition of the present use of the county jails." . . . At the California State Conference "general social and economic conditions, lack of home training, breakdown of the home and the rush for cheap amusements were among the causes set forth for the downfall of boys and girls." . . . Wisconsin revived, after a lapse of seventeen years, its State Conference of Charities and Corrections. "The treatment of law-breakers occupied large attention."

"Whatever studies are undertaken it must not be forgotten that crime is conduct and that conduct is an attribute of mind. Whatever may be the influences that shape mentality . . . it still remains that, when directly considered, conduct and therefore crime, is a psychological matter.—*Dr. William Healy,* director, Juvenile Psychopathic Institute Chicago.*

**Since 1917 director Judge Baker Foundation, Boston.*

The first national conference on civic and social center development, called by the Social Center Association of America, headquarters in New York; was held in Madison, Wis. Among the speakers was Gov. Woodrow Wilson of New Jersey. "We cannot have liberty where men are not seeking common ends by common means." Reporting the conference George B. Ford said: "A spirit akin to a great religious revival actuated the whole conference. It seemed that America was at last about to develop a true democracy; that the people of the United States were about to direct their own affairs, and, further, that this social center movement was going to be the medium through which all the people in a given community could learn to know each other and so to help each other, and that this was to be accomplished by neighborhood gatherings in some public place like the schoolhouse."

Indiana organized the first state Housing Association, its purpose "to educate the state on improved housing, to improve the present housing law and to secure its enforcement; its slogan, The Homes of Indiana."

The Carnegie Corporation, chartered in June, completed its organization and accepted a gift of $25 million from its founder. "Five of the incorporators named are the heads of the various great philanthropic trusts hitherto established by Mr. Carnegie. . . . The new corporation therefore becomes a ganglion of philanthropic funds with resources directly and indirectly at its command probably larger than those of any other benevolent institution in the world."

Prejudice 1836: Pride 1936

HUNDREDTH anniversaries are no longer a great novelty in the history of American social institutions. They are always notable however when an institution, over so long a span of years, has consistently maintained its leadership and the "fighting edge" of its founders. Such a one is the Colored Orphan Asylum and Association for the Benefit of Colored Children which in late November, at its modern institution at Riverdale-on-Hudson, N. Y., will gather together the descendants of its founders and of its wards, as well as its alumni and its current "family" to celebrate its first hundred years.

The Colored Orphanage has achieved that rare institutional quality, a personality, its friends say, through its unfailing readiness to pioneer, coupled with fidelity to certain of its early traditions. Quakers founded it and Quakers still help to guide its destinies. Women were its first trustees and women still constitute its board, with the mantle of one generation frequently descending upon the next. Several members of the present board are direct descendants of the little group of Quaker women who gathered on a November afternoon in 1836 in the candle-lighted parlor of William Shotwell, to join with his daughter Anna and her niece Mary Murray in an active protest against a system that provided no shelter for destitute Negro children except the almshouse or the jail. To implement their protest they formed the Association for the Benefit of Colored Children.

Between that earnest, almost prayerful little gathering in November, 1836 and the dignified celebration of November, 1936 has flowed a century of colorful events and significant action. In its beginning, and for years afterward, this was an unpopular cause encountering opposition on every hand. No one, for example, would rent to the new association a dwelling in which to shelter colored children. Finally, it was necessary to buy a white frame cottage far up town—in Twelfth Street. When the cottage was achieved and Anna Shotwell and Mary Murray were ready to claim the eleven Negro children, under ten years of age, who were confined in the almshouse and subjected "to many cruel indignities because of prejudice against their race," no carriage could be found whose driver would demean himself to their errand. On foot the two young women and a third, equally courageous, went to the almshouse. On foot they returned to Twelfth Street, each with a young Negro child in her arms while the eight older children followed in sober procession.

It was not easy to keep the little home going. Most of its income was in kind, with a few cash contributions from such citizens as John Hancock, John Jacob Astor and Peter Stuyvesant. Six years after the opening, disaster fell; the cottage, fired by incendiaries, burned to the ground. For a time the children were housed on the outskirts of the city—in Fiftieth Street. Then the city deeded to the association a parcel of waste land on Fifth Avenue at Forty-third Street where, by enormous effort in the matter of funds, a substantial brick building was erected. A garden was planted, a cow and chickens acquired and for a time the struggling little institution prospered.

But not for long. First an epidemic of cholera decimated the ranks of the children. In July 1863, came the draft riots when, in the language of an old report, "an infuriated mob of several thousand men, women and children swept down upon the institution and effected an entrance by breaking down the front door with an axe. The mob swept through the building pillaging and destroying . . . and kindling fires." By a miracle the teachers succeeded in calming the 233 terrorized children and in marching them out of the burning building. During the ensuing excitement a little girl of eight slipped away from the teachers and, passing fearlessly through the crowd, disappeared into the burning building. She emerged a few moments later weighted down by the heavy Bible from which she had heard the lesson read every day since she came to the home. That Bible is still one of the institution's prized possessions, its only relic of a stirring chapter in its history.

For three days and nights the children were guarded in a police station; then, under heavy military escort, were moved to Blackwell's Island. October of 1863 found them housed on Fifty-first Street. Four years later a new building for them was finished in 143 Street near Broadway. In June 1907 the institution made the last move of its first hundred years; to Riverdale-on-Hudson where for twenty-nine years it has cared for a resident family of some three hundred, with about five hundred more placed out in boarding homes.

SINCE its beginnings the Colored Orphan Asylum has sent more than 9000 young Negroes out into self-respecting employment, many of them into professions. It has never hesitated to pioneer. It was among the first institutions in the country to adopt the cottage system; one of the first to recognize the need of supervised recreation; one of the first to offer a high type of industrial training to its young charges; one of the first, under the leadership of its present superintendent, Dr. Mason Pitman, a psychiatrist, to adopt psychological tests so permitting classification and scientific treatment of the boys and girls under its care. This care extends not only to the children in residence but to those in boarding homes. A social worker visits them regularly; a doctor, employed full time, makes systematic health examinations and a nurse follows the doctor to make sure that his instructions are carried out.

From its alumni the Colored Orphan Asylum has a loyalty and devotion that more imposing institutions would be proud to claim. Labor Day is alumni day and every year they come back by the hundreds—some of them pretty bent and grizzled—to see how things are going "at home." At the celebration late this month the place of honor in the alumni parade will be held by two venerables of eighty-odd who never in their long lives have lost touch with "home."

The Way Out of Prison

By BARKEV S. SANDERS

Technical Director, Attorney General's Survey of Release Procedures

IN their fervid pursuit of sensation the newspapers have made parole and probation such objects of invective and derision that a confused public has come to regard the two measures as a species of political racketeering. With no clear idea of what is meant by either procedure, the "man in the street," who only "knows what he sees in the papers," turns thumbs down on the whole system of release under supervision. That 99 percent of the men who go to prison come out again, and that some kind of supervision of them seems more sensible than merely turning them loose, is a situation which he does not explore.

The attack by the press has been in a large measure successful because an effective rebuttal has been impossible. Impossible, first because of the absence of standards in judging when a mode of release may be called parole or probation. Through loose usage these terms have lost their true meaning and may now connote anything from a careful process of individualized treatment to the indiscriminate release of persons, some of whom are hopelessly beyond reclamation. Impossible, second because of the lack of authentic statistics with which to evaluate the relative effectiveness of parole and probation as compared with other forms of release.

To find out just what we mean by parole in practice, as well as in theory, and to evaluate critically and objectively on a national scale the intrinsic merits of the various forms of release by which persons found guilty of crime are returned to society, the attorney general's Survey of Release Procedures was instituted. It is a WPA project directed by Justin Miller, chairman of the attorney general's Advisory Committee on Crime, with an executive committee including Mr. Miller, Sanford Bates, director, U.S. Bureau of Prisons and Brien McMahon, assistant attorney general. It constitutes an integral part of a program for crime control and prevention through widespread public education and through the consolidation and cooperation of the crime preventive and punitive forces throughout the country.

The study embraces broadly two separate phases: one qualitative and evaluative in character, the other quantitative and statistical. Conclusions will be based on an effective integration of these two lines of approach.

The qualitative phase of the study will consist of:

A comprehensive analysis and digest of the laws, statutes, interpretations and practices followed by federal and state courts and by penal and correctional institutions in dealing with persons found guilty of crime. Such a digest, particularly when related to the success with which the various jurisdictions have coped with their crime problems, will be influential in guiding public opinion and legislation in support of more effective penal methods, and more uniform legislation for crime control.

A detailed first hand study of the equipment, facilities, practices, and rules under which state and federal criminal courts operate. This will cover the qualifications of personnel, their number, training and experience; the facilities accessible to courts in typical rural, urban and metropolitan areas; and the views, opinions, individual practices and ideology of presiding judges. This phase of the study, unique in character, will reveal for the first time the unwritten practices under which courts of all American jurisdictions operate.

A study of the standards, policies, personnel and facilities available in different jurisdictions in relation to probation, with the object of determining the optimum facilities and requirements that a progressive probation system ought to have for efficient and effective operation.

A first hand study of the personnel, equipment and practices of the different state and federal penal and correctional institutions with the object of developing optimum standards for their successful operation as institutions for rehabilitation and not merely for custody.

A first hand census of the available facilities and personnel in communities for guiding and supervising persons subsequent to their release from penal and correctional institutions.

These qualitative aspects of the study will be enriched by the statistical analysis of the grist of the social mills—the courts, institutions and boards of probation and parole.

The statistical phase of the study will consist of:

An analysis of the characteristics of persons found guilty of crime in relation to the disposition made of them by courts of general criminal jurisdiction. This will be the first nation-wide study of its kind to show what criteria are used by courts in sentencing persons found guilty of crime. Analysis of these statistics in the light of the quantitative studies of these same courts will reveal the wide variation of social philosophy underlying the actions of the different courts and of individual judges within any given court. Indeed it is possible that findings in this area of inquiry may justify the existence of parole boards as equalizers of the severity of sentences pronounced by different judges and different courts.

An extensive detailed analysis of the characteristics of persons placed on probation or under suspended sentence, with the aim, first, of crystallizing criteria on the basis of which various courts select persons for these forms of disposition, and second, of relating personal, social, psychological and other characteristics of these persons to their eventual success or failure on probation. It is believed that, with adequate records, it may be feasible to determine those traits, or preferably the constellation of traits, which have a definite prognostic value. This approach is an application, to the field of crime and human behavior, of the actuarial methods found most useful in the field of insurance.

An analysis of the social background, the personality and mental traits of persons committed to federal and state penal and correctional institutions, and the inter-relation of these characteristics to the release methods through which these persons return to the community. This phase of the statistical survey will bring out and crystallize criteria on the basis of which various institutions or parole authorities select individuals for provisional release or for continued custody. It will be the most objective and widespread approach ever attempted to determine the selective factors fixing the forms of release.

A detailed analysis of the social background, the psychological and psychiatric traits and so on of persons released provisionally in relation to their subsequent success or failure as indicated by official records. It is anticipated that this analysis will discover certain prognostic traits which will aid parole boards and other parolling authorities in selecting persons for

provisional release and will also aid in making parole supervision more effective through individualization of treatment in conformity with indicated needs.

At certain strategic points, it may be possible to go beyond available records and obtain objective evidence as to what happens to persons who have been convicted of crime after the termination of official contact. This extension, if it can be made, will be an approach to an evaluation of the permanent rehabilitative effect of methods of release.

The attorney general's survey as now instituted will lay the foundation for a scientific evaluation of penal procedures by giving us a picture of the laws, the personnel, the procedures and practices under which our criminal courts and our penal and correctional institutions operate, and will provide also some basis for estimating their present effectiveness in crime prevention and deterrence. But unless the work initiated by the survey is made continuous, it will be little more than the lightning flash on a dark night which enables us to grope a little further in a hazardous field, but leaves us without a beacon for continuous guidance. From this standpoint, the greatest contribution of the survey will be to emphasize the need and provide the setting for a permanent research organization in the federal Department of Justice with the express objective of continuously evaluating and developing more effective penal and correctional procedures.

The survey will map and chart the labyrinths of laws, practices and procedures throughout the United States by which persons found guilty of crime find their way out into society, some rehabilitated permanently, others reformed partially and still others made worse through their associations and contacts. Its ultimate objective is to discover and block those passages which lead into personal and social loss and to light up, widen and improve those passages that lead to rehabilitation and social usefulness. It is a pioneer effort on a nation-wide scale to apply scientific methods and techniques to the field of crime prevention and deterrence, with the hope and conviction that these methods, if applied consistently, persistently and conscientiously, will achieve success in this realm as they have achieved success in others, notably in the natural sciences and such fields as agriculture, medicine, and public health.

Simple Does It

By VERL A. TEETER

Chief Probation Officer, Municipal Juvenile Court, Tulsa, Okla.

A SIX-ROOM cottage on a pleasant residential street has been the answer here in Tulsa to a problem which long vexed the officers of the juvenile court, as it still vexes such officers in many other cities where depression-pared budgets have delayed the provision of needed social facilities.

We have had for some time a well equipped detention home for boys; but for girls held for court investigation, we had only the choice of lodging them in the police station or returning them, without supervision, to their homes. Either choice was extremely unsatisfactory.

The solution came through the Tulsa Federation of Women's Clubs which agreed to sponsor a modest receiving home and to give it financial assistance to the extent of $30 a month. This paid the rent of a furnished cottage. Churches and civic organizations provided bedding, clothing and various other necessary articles. Single beds were retrieved from the old city clinic closed two years ago. The city took on the utility bills, and the juvenile court, out of its regular budget, undertook to pay 70 cents per day for each child that it placed in the home. A woman was found who agreed to take the job of manager or supervisor in return for her own maintenance. She turned out to be a treasure and much of the success of the undertaking has been due to her personality and management.

And so, in January 1936, all these threads were pulled together and the home was ready for business. The Federation of Clubs agreed that the home should be under the direction of the court; it did not desire to share in the management. At the same time it was agreed that any social agency in the city might place girls in the home for emergency care, provided that in each instance the court was notified of the placement and of final disposition of the case before removal. These agencies pay 50 cents per day for their cases, that being the most their present budgets permit. The home may not be used for long time boarding placements except in venereal cases where suitable care elsewhere cannot be provided.

The whole project was carried out quietly. The cottage has all the features of nearby residences, including its own garden, and the public generally, as well as many of the neighbors, are still unaware of the purpose for which the pleasant little house is used. It has a living room, dining room, kitchen, bath and three bedrooms, all simply but adequately equipped to house six girls under normal homelike conditions. There are no barred windows, no evidence or atmosphere of restraint—and it has never had a girl run away. It receives girls whose home conditions make immediate removal necessary, who are beyond control of their parents or guardians or whose parents cannot be relied upon to produce them in court. It also receives girls whose detention is necessary as a matter of public safety, or who are held for observation and treatment.

Placement in the home does not mean commitment. Girls are held only until proper disposition can be made of their cases—usually for less than two weeks. On admission, every girl is given a thorough medical examination. If a venereal disease is discovered, treatment is started at once with the detention period extended if necessary.

The cottage has been in operation now for more than six months. It has sheltered upwards of fifty girls between the ages of twelve and seventeen, and has been helpful in a variety of cases not strictly within the scope of the juvenile court. Runaways have been lodged there until their families could send for them, and girls from the State Training School until they could find suitable employment. Harrassed policemen have brought in girls, picked up at night, who refused to identify themselves. We even had one child from a reasonably good home who was "parked" with us until she decided that temper tantrums do not pay.

The little receiving home has solved one of our most trying juvenile problems—what to do with young girls while a proper investigation and disposition of their cases is made. The City Commission has now included the rent item in the regular municipal budget, so that the funds provided by the Federation of Women's Clubs can be used for other purposes. Presently we hope the city will take on all the expense of upkeep, furnishing and so on, making the cottage eventually a municipal project. That accomplished we shall try for a cottage for Negro girls.

Such a home, planned under good auspices and operated on a small scale, seems possible for almost any city where citizen interest and backing can be gained. Given the experience of these last months we would not ask for a big detention home even if we could get it. Another cottage or two, simply equipped and maintained, is all we need.

1854 Mary E. McDowell 1936

By ADENA M. RICH

Head Resident, Hull-House, Chicago

A BIRTHDAY party was held two years ago in International House at the University of Chicago, to celebrate Mary E. McDowell's eightieth year; her fortieth with the University of Chicago Settlement. There were evergreens and red candles, to symbolize her fresh and vibrant point of view and the strong rich current of her leadership. For Miss McDowell did not chose as her own the popular causes which did not need so fearless a champion. The party sparkled with quip and anecdote. It was crowned with a benign response from Miss McDowell herself, who made light of the difficulties of the past and pointed the way ahead in social service, for years to come.

On October 14, Miss McDowell slipped away, asleep before her sister knew that she no longer heard the words from the book which was being read. Her death is an intimate loss to Chicago. "Packingtown" was her home; and out of it her influence had reached across the sea, shaping the course of social service not only in this country, but abroad. Her own early life fed her interest in the welfare of those about her and contributed to the power with which she sought its realization. Pioneer ancestors she had, who helped to open the lanes of steamship navigation on the Ohio and Mississippi Rivers; whose homes were centers of social life in aristocratic circles in various southern cities; champions of free people in Revolutionary days, and of the equality of black and white in the Civil War.

Miss McDowell's great service to Chicago began with the city's historic fire. She was seventeen years old when she "hitched the family horse to an old 'Germantown' wagon and helped many refugees to safety with their belongings." [See Mary McDowell—Neighbor, by Howard E. Wilson. University of Chicago Press, 1928.] Her work led to the formation of the Relief and Aid Society—the forerunner of the present day United Charities. She joined Miss Addams at Hull-House, the year after it was founded. At a later crisis in civic affairs in Chicago, she again led the way in relief toward the transition from private charity to public responsibility when she served as commissioner of public welfare of Chicago, appointed in a wave of reform by Mayor William E. Dever in 1923.

Although its beginnings were modest, the University of Chicago Settlement was from the first, under her head workership, an inviting oasis for the bleakest and dreariest of neighborhoods, known in Chicago as "Back of the Yards." Social work will always need the alertness to its own danger to which Miss McDowell called attention when a friend visited the settlement some years after its establishment. To the question, "These odors down here are the worst things I have ever experienced. But you have become used to them I suppose?" Miss McDowell replied, "No indeed! I might have trained myself to get used to them long ago. But if we want to get rid of the unpleasant things in our lives or in our culture, we must train ourselves *not* to ignore them. We must remain conscious of the bad things in order to fight to get rid of them." She was proud of her title, the "Garbage Lady." "Twenty years it took—but the garbage heap has gone." In the same way she hammered against the perpetuation of "Bubbly Creek, the stagnant arm of the river that is filled with the stockyards waste. Progress has been made and Bubbly Creek is doomed."

Miss McDowell met an early test with great diplomacy. It was she, in the stockyards strike of 1905, who persuaded the strikers against violence; who helped the women to organize like the men; who went to their employers to negotiate agreements; and who explained to those to whom the social worker's position in the issue was not clear: "Labor needs spokesmen; I think I could do no better than to stay here and do all in my power to make the public understand the human and social side of this industrial dispute."

Life in that crowded industrial community meant, at once: problems of health and sanitation; labor disputes; adjustment of immigrant groups who were strange to their sordid new surroundings, and later of Negroes when the Negro migration had flowed northward to Chicago; problems of race relationships; politics in its effect upon the neighborhood; and at last, questions of peace and international conciliation, sharpened by the World War and peculiarly poignant to an American community which already had become international in fact. Miss McDowell was deeply involved in all these. She was a leader in the woman suffrage movement when it was new, in the Woman's Trade Union League, and later in the Illinois and the National League of Women Voters, especially as chairman of the department of International Cooperation to Prevent War.

She was a friend to the nations and their peoples. Lithuania responded by presenting to her the decoration of the Order of the Grand Duke Gedeminas. As a refugee, Professor Masaryk had come to see her experiments in social democracy, and his daughter, Alice Masaryk, lived at the University of Chicago Settlement in preparation for the direction of the Ministry of Public Welfare of Czechoslovakia. This young Republic conferred upon Miss McDowell, for distinguished service to its people at home and in Chicago, the Order of the White Lion.

"God-driven," Miss Addams said of her, in her "enthusiasm for righteousness, her wide human affection, her willingness to learn of life, her insight into complicated situations, her faith in human nature, which enabled her to form new and hopeful combinations with the most unpromising materials, and . . . suggest solutions for problems which the community had long accepted as insoluble."

INTRODUCTION TO A SERIES:

Behavior As It Is Behaved

By ELEANOR ROWLAND WEMBRIDGE

THE SURVEY this month begins the publication of a series of what the author calls "life occurrences without label." As a foreword to the series she gives here her reasons for believing that, not by measuring "isolated reactions in the laboratory," but only by "observing and recording raw human data in its own setting" can "the uncharted and incalculable in our behavior" be understood. Each of the "life occurrences" embodies the working of a psychological principle, presented not as an abstraction but, after the manner of the law case books, as a case from life. The questions accompanying each "occurrence" are designed to stimulate the reader to recognize and understand the psychological fundamentals in behavior patterns, especially his own. They should prove equally stimulating for study and discussion groups.

Eleanor Rowland Wembridge is already the good friend of many *Survey* readers through her stories, originally published in *Survey Graphic* and later included in her books, Other Peoples Daughters and Life Among the Lowbrows. In this new series, as in those earlier narratives, she gives full play to her knowledge, her insight and her salty appreciation of human beings.—THE EDITORS

AFTER fifteen years devoted to the study of psychology, as a student in the Harvard laboratory, and as a college teacher, I was appointed referee in the juvenile court of Cuyahoga County, Ohio, presumably because of that educational background. It was a satisfaction to find that many of those with whom I was to work had a similar background of study in the subject, and would therefore be sympathetic with what we all called the scientific attitude toward human behavior.

As time went on, however, I began to feel a vague uneasiness as to the contribution of our science to our insight. We had learned a multitude of facts to be sure, and as far as we knew, we had learned them correctly. But many of these facts were so controversial in their theory, or were so over-simplified in their experimental findings, that it seemed difficult to make them fit the problems that we had to meet. The more carefully trained social workers, with a psychological background, were accustomed to the meticulously isolated reactions which they had studied in the laboratory. But these were as far removed from the complex reactions of our tumultuous court cases as the path of one billiard ball across a table differs from that of a ball knocked this way and that by a dozen other balls. No motives listed in our psychological studies served either to rouse or to curb the actions of desperate boys, and no learning curve fitted the re-education of girls who did not wish to learn. No contrivances for emotional measurement could be applied to a landlady furious over unpaid rent, or make rational the thought processes of a girl abandoned by her lover.

Constantly confronted with these and more turbulent situations, in all their sly, confused, unlabelled conglomerate, I was reminded of nothing so much as a regiment of conscientious dietitians, rustling the pages of a book on the chemistry of foods to find what was the matter with the cake, which in the meantime was falling, and flooding the oven. It appeared clear that while researches establish the fact that small laboratory animals will cross electric wires to their young, and thread mazes for their dinner, these researches shed little light on what to expect from Mrs. Gump's attitude toward her children or her market basket. She and her neighbors, with their lusty broods, boiled over the courtroom like an over-full kettle on a hot stove. And my co-workers and I, by the time a day was over, often threatened to be as uncharted and incalculable in our behavior as our cases.

The fact of the matter was that all of us were human. As such, we were all heirs of specific social, racial, and cultural modes of behavior upon which were grafted our own personal likes and dislikes. Those of us who had been accustomed to controlled conditions, to isolated reactions, to apparatus, to paper, were confronted with uncontrolled behavior, and with complex reactions where no apparatus could be applied. Furthermore, our procedure had to be real and final.

Some scholarly enthusiasts seemed startled by this shift to disorderly people from the less disturbing activities of guinea pigs. Some also seemed faintly annoyed by it—the better-behaved small vertebrates lent themselves so much more satisfactorily to research. Such students enjoyed talking about the changed problem, more than they enjoyed handling it. They were happy in proving that environment and not heredity explains all (or vice versa); that Freud is an apostle (or a charlatan); that conscious states are important (or nonexistent); that glands, psychic trauma, unconscious reflexes, or feeble-mindedness, account for all (or nothing). They clung fiercely to their paper creeds about psychology, often based less upon ascertained fact than upon their reverence for their major professors, which in most cases was profound. In the meantime, here were all of us, the workers and the worked-upon, so much a mystery to ourselves and to each other that, in a crisis, the more successful depended upon a "hunch," a "knack," a "bluff," a "bright idea," more than upon anything that we had learned in any laboratory, or in any school.

It has seemed to me, therefore, that there is a place in psychological literature for records made by careful observers of raw data in its own setting. No one observer could cover more than a limited field. But within that field we could study our human subjects as painstakingly

as Fabre studied his spiders. And like him, we would defer the dissection of their activities into parts until we had observed them as a whole.

Many of my colleagues were dubious about such an undertaking. They said that it was inappropriate to "pure" science. Or, if it was admitted to the scientific field, they believed it to be not psychology but psychiatry, or sociology, or anthropology, or something else. To this I could only retort: To whom does the aurora borealis belong? To the astronomer? The physicist? The geographer? Like all such strange phenomena, the behavior of human beings is complex enough to go around among all the scientists who are interested. And at least one psychologist insists upon being among this number!

On the basis of this conviction therefore, I have tried in this series—no doubt awkwardly enough—to write about behavior as, so to speak, it is behaved. And because of an almost universal reluctance to recognize as data for science those minor traits of Cousin Emma and Uncle Joe as exhibited at home, though they readily would be admitted as "scientific" in a laboratory, a textbook, or an asylum, I have selected for study the commonplace human reactions to which we seem to be as purblind in life as was M. Perichon to the fact that his own conversation was actually "prose." Exaggerated behavior is easily recognized as suitable for study. But it usually develops from behavior with a small b, whose significance, like all small things in science, apparently requires lenses to be seen. I should expect the reader of these case stories to be stimulated by them, to notice and to analyze instances in his own experience of far greater interest to himself.

Curiously enough, I have derived moral support for this hope and undertaking from the unexpected source of the newer technique of teaching the ancient subject of law. This branch of learning has apparently gone through somewhat the same evolution in its teaching methods as is needed, I believe, by psychology. I mean by this, a shift from the old customs of starting with theory, illustrated by cases; to the new one of starting with cases, and working back from them to the theory involved. I take the liberty of quoting from the preface of the first edition of Prof. A. W. Bays' Cases on Commercial Law with but one change. Wherever the word "law" appears, I have substituted the word "psychology." Everything that he says about one, applies with equal accuracy to the other:

> It seems to the writer that one of the first things that the student should be taught is this; that he is entering upon the study of a subject that is as broad as human endeavor, of endless application, and of ever-changing condition. He should be advised that in its study he may hope to learn fairly permanent principles and rules, and to acquire information that will enable him to answer for himself many questions that will present themselves, and what is of greater importance, that he may recognize *psychological* problems *as* problems. . . . In the accomplishment of these ends, the cases, as the chief part of his study, seem better adapted than the mere text or lecture. In the case, the student sees *psychology* in its relation to life; he learns that it is principle applied to a varying set of facts; he understands the character of *psychology* and the nature of its development. The case not only informs him but has a dramatic value that arouses and holds his interest. The stage is set with real characters. No longer is the truth unconnected with human conduct. The student sees men situated as he has been, or may be situated. . . . The case system enables the student, and to an extent requires him, to make some original research in first hand material. It encourages independence of thought. The case is to him, somewhat as the cadaver is to the medical student. . . . It [the book] should be accompanied with such text, or other helps as the instructor deems advisable. Questions follow each case, and it is thought these will be very helpful. It is perhaps unnecessary to add that the editor of these cases has made very free paraphrases of the facts, and made omissions from lengthy opinions.

This lawbook preface fits so well my project that there seems little necessity for elaborate apologetics about my undertaking. Professor Bays adds: "When the writer dwelt in his lectures on the facts of actual cases . . . the student seemed deeply interested and retained the matter better in his memory than other parts of the work."

I can but hope that when such abstract psychological themes as habit, memory, conditioned reflexes, emotion, and will, have been studied, not in the abstract but as in the case of Mrs. Pashka and the Truant Officer, the same happy outcome of psychological data, acutely observed, accurately analyzed, long remembered, will be achieved.

Mrs. Pashka and the Truant Officer

WHEN Tilly and Joe Pashka had hurriedly followed their father off to work, a hush fell over the kitchen. The five younger children stood around the sink eating their breakfast potatoes. Their mother put things more or less to rights. Then, tying her handkerchief under her chin preparatory to going to market, she gave directions:

"Now you Mikey, you look after the kids while I'm gone. And if anyone comes, don't let them in unless you know who it is."

"No school?" mumbled Mikey, his mouth full of potato.

"No. No school," snapped his mother. "Who you tink stay with kids, if you go to school? Maybe they set the house afire."

"Maybe the officer'll come," Mikey reminded her. He rather wanted to go to school. Staying with the kids was no treat to him.

"Let him come," answered Mrs. Pashka angrily. "Who's boss over my children, I'd like to know, if I aint? I say you gotta stay home, and you stay."

Mrs. Pashka stamped out the door, and locked it behind her. Mikey might climb out the window, but considering the holes in his shoes he probably wouldn't, and, at any rate, the younger ones would stay where they were. Annie had lost her library book, and George needed a nickel for paste and paper. Mikey was supposed to contribute a dime to a present for the teacher, ("She should have presents—that teacher!" meditated Mrs. Pashka morosely) and Cora was harassed by the lack of a bandeau for her hair, like the other girls. Altogether it seemed much simpler to keep them all, to the extent of her powers, well away from any contact with a school system which to her meant nothing but financial grief, and which seemed designed for the sole purpose of making children think that they knew more than their parents.

As Mrs. Pashka trudged along with her market basket, she grew more and

more discontented with public education. Its constant demands brought nothing but discomfort and ruction into her home. Balancing the evil with the good, she could not see that education had done anything desirable for her family except possibly to keep the young ones from under foot when they were too small to be any use. For one thing, since the first child entered school her food habits had been completely upset. The coffee, potatoes and bread, upon which she had been reared and her mother before her, had been drastically criticized by those thin, sallow, old maids, who presumed to teach a married woman her own business. The consequent criticism of home menus by the children irritated her beyond measure. She had done many a hard day's work on such fare; more, she was certain, than those women who sat behind their desks had ever done. Even the meat which the Pashkas could now afford on Sundays, failed to impress these impossible school teachers who prated of milk, vegetables and fruit, in a way that drove Mrs. Pashka crazy. Who was to pay for this milk and these oranges? And what could be better for a child than potatoes, and a good cup of hot coffee?

WHAT was more the continual levies of a dime here, a nickel there, trained her children in extravagant habits, and gave them nothing to show for their expenditures but pencils which they lost, ball games which wore out their pants, and cooking classes which taught them expensive tastes. Her children laughed at their mother's language, fussed over her clothes, objected to grease in the soup, wanted a radio, and liked to dance when they should have been interested in painting the kitchen and filling their hope chests. Altogether the entire scheme of American education was abhorrent to Mrs. Pashka and unjustified by its results. She knew that the truant officer would be after her again. But just now she was in a mood to give battle for her right to bring up her family in her own way, unless someone gave her the money to do it in more expensive fashion.

Her marketing done in a leisurely manner, with much gossip and bargaining among her old cronies at the food stalls, Mrs. Pashka started home. As she had feared, a city car was drawn up in front of her house, and the truant officer was waiting grimly on the porch, with the children making faces at him through the window.

Mrs. Pashka tried to push past her tormentor and get into the house without letting him in too. But he was used to these tactics, and met them by thrusting his foot in the door, as it closed on her, and pushing his shoulder against it. Thus the two of them burst into the kitchen at the same moment to be surrounded at once by an incriminating circle of little Pashkas.

As he had many times before the officer demanded, "Why aren't your children in school?" Of no use for Mrs. Pashka to say that she did not understand English. She had tried that and had found that the officer spoke excellent Polish. Useless to claim that the children were out of town, or sick, or unfed—for there they all stood in the best of health and spirits, with reminders of their breakfast still on their faces. She could not even protest that she was sick herself, or in quarantine, or that the children were actually in school, or that she had sent them and they were playing hooky in some unknown hideout where it was the officer's business to find them. Things being as they were, there was no reasonable excuse that Mrs. Pashka could think of in a hurry, so she had no alternative but to resort to verbal abuse, at which her expertness was second only to her husband's. Before the onslaught of its violence anyone of less courage and experience than a veteran truant officer would have quailed, but it beat against his composure like rain on a rock.

"I know it takes plenty of dough to send kids to school," he agreed when he was able to make himself heard. "I know it makes 'em fresh. And it makes 'em lazy. I got three fresh kids myself. I know it's a nickel here for this and that, and a dime there for something else. And it uses up their good clothes. I know everything about it. I ought to. I've heard enough complaints. But the point is, I'm not here to defend the system. I'm hired to get your kids into school because it's the law. And when it comes to law, you got to take it and like it. I had you in jail for keeping Joe out. And again for Tilly. I'm going to keep putting you in jail for the five younger kids, and as many more as you have, unless you send 'em to school. I can keep it up as long as you can. And I'm not interested in back talk. Come on," he said, turning abruptly to the children, "I'm the boss when it comes to school. Put on your sweaters, and I'll put the whole bunch of you in my car, and take you where you belong."

AT the prospect of a ride, the children made a delighted dive for their sweaters, despite the efforts of their infuriated mother to stop them. They could run faster than she could, and they were tired of the kitchen and ready for new activities. Moreover they felt a healthy lack of relish for living with their mother the rest of the day, knowing well what her temper would be. The officer checked them on his list, and marshalled them all out of the door, meantime snatching the broom with which Mrs. Pashka tried to detain them. Then pushing her firmly back into the room with her own broom handle, he slammed the door in her face. The delighted children plunged into the car and began to toot the horn. Their mother screamed and swore. Then, as the car went out of sight around the corner, she sighed and threw herself on Tilly's unmade couch.

She had done her best in this latest skirmish of her twenty-year war in defense of her family right against alien interference. Admitting temporary defeat, she philosophically decided to make the best of it, and to get a little rest the better to fight again. She had had a hard morning. The house was quiet. For some hours no one would disturb her—not even the truant officer.

So, accepting the inevitable like a sensible woman, she relaxed in the unanticipated luxury of a house to herself. Inside of three minutes she was snoring.

CULTURAL CLASH

DO you believe it possible to change people's habits of thought against their will? Have you ever been able to change other people's points of view on: Food? Education? Religion? Clothes? Family discipline? Money? Can you give three examples of success? Of failure?

Have other people been able to change *your* point of view on such matters? If so, how? If not, why not? Can you give three examples of their success? Of their failure?

If you believe the officer's management of Mrs. Pashka was unintelligent, can you suggest a better method?

What is meant by "cultural clash" between groups? Is it inevitable in the United States? Is it dangerous? Give an example of such a clash in your own social group. In any group.

Is the Dionne family an example of cultural clash? The "hex" murders? The Kentucky feuds? Name others.

Suggested Reading:

R. E. PARK AND H. A. MILLER: OLD WORLD TRAITS TRANSPLANTED.

SOPHIA M. ROBINSON: CAN DELINQUENCY BE MEASURED? Chapters VIII-IX. Truants—Delinquency and Foreign Parentage.

JOHN DEWEY: HUMAN NATURE AND CONDUCT. Part I. Custom and Habit.

The Common Welfare

Now—After Election

"THOSE of us who are keen not to have the works program killed off before it has matured are equally keen not to have the program torn and thwarted by factors of space, time, mass and politics. Surely this last year's experience can be turned to account in projecting the new. As one point of attack, I urge the appointment of a planning commission, to review the work to date, to take stock of where it has broken down, where it has made good, where the gaps are and where the lines of promise. I should like to see such independent commissions set up in each city, to canvass performance and recommend rounded plans. Social workers can and should take hold and see that this study is made in their own communities."
—Paul Kellogg in *Survey Graphic,* August 1936.

Protest and Policy

THE Workers Alliance of America, which during the summer led protest demonstrations on inadequate relief in the state capitols of Pennsylvania and New Jersey, turned up in Washington some 400 strong late last month. Unable to reach President Roosevelt the delegation presented its demands to Aubrey Williams, assistant administrator of WPA, and was advised to "Lay your problems before Congress when it comes back. Don't embarrass your friends."

The Alliance demanded, among other things that WPA wages be raised, that "every WPA worker be paid the trade union hourly rate for his trade in his locality," and that "WPA workers be given the full right to organize and act together without being subject to discrimination or discharge and that their representatives as named by the Workers Alliance of America shall be placed on all labor policy boards."

Following the conference with Mr. Williams the delegation adopted a program which included a "mass hunger march" on Washington in January or February "if conditions become more acute and remain unrelieved"; a campaign for organizing all unemployed for concerted action; and preparations "to enforce our program by means of local demonstrations, local stoppages, and finally, if necessary, a general strike."

Meantime in New York, Lieut. Col. Brehon B. Somervell, city administrator of WPA, did a little protesting on his own account against circulars distributed by the Alliance which seemed to claim that his office favored it above other organizations as spokesman for WPA employes. The Alliance, he said, was merely one of several employe organizations with which WPA had agreed to deal:

> I do not recognize any organization as anything more or less than representative of its membership. . . . I do not recognize any organization or any member of an organization as being in a position preferable to an individual who is an employe of this administration and who prefers not to join an organization. . . . I will tolerate no discrimination against individuals who are members of organizations . . . no favoritism to individuals who are organization members.

The WPA accepts in principle the right of workers to organize in any way they see fit in order to present in orderly fashion any matters relating to their employment such as wages, hours and so on. Any organization activity during working hours or on projects constitutes neglect of duty and subjects the offender to suspension or dismissal. We are ready at all times to confer with our employes.

Public Housing

FOLLOWING the opening of Techwood in Atlanta, first of the PWA housing projects, came in October the laying of the cornerstone of Ten Eyck Houses in Brooklyn, largest of them. It is abundantly clear that the rents in these two developments are too high for really low income groups. In Techwood the average rental per room per month is $5.58 plus a utility charge of $1.81, a total of $7.39. As a matter of fact the tenants of this fine housing development are fairly typical white collar folk, who are paying about one third of their income for rent. According to present plans, rents in Ten Eyck Houses will average $6.57 per room, but "present plans" are subject to change and it is wholly possible that they will be higher. Obviously the people who formerly lived on the sites of these new buildings, whether the Negroes in the unsanitary shacks in Atlanta or the whites in the tenements in Brooklyn, cannot afford the new housing.

But should this fact damn these and other public housing projects of similar type? If the sole purpose is to house the lowest income groups the answer is yes; but if slum clearance is part of the purpose the reply is no. Both of these projects eliminate some of the worst housing imaginable, in Atlanta more than twenty-two and in Brooklyn twenty-five acres. The human and civic cost of slum areas is too well known to need argument; and slum clearance was specifically mentioned in the federal act. But obviously if it is not to be accomplished at the expense of those who formerly lived on the sites, all projects must not be on the white collar rent level. Clearly there is nothing to be gained in robbing Peter to pay Paul. Our plans fall short whenever there is no definite provision for old tenants, either on the old sites or elsewhere. We should do well to follow the lead of progressive European cities and make rehousing an integral part of our housing program.

Liberty's Day

FOR fifty years, since October 28, 1886, the Statue of Liberty has stood on her island in New York harbor, symbol to millions of immigrants and homecoming Americans. Among the "golden jubilee" observances was an open letter to President Roosevelt from the advisory board of the American Committee for Protection of Foreign Born, urging him to declare:

> . . . that the masses of the American people are opposed to the present widespread alien baiting and persecution of the foreign-born; that this country will live up to its promise of equal opportunity for the immigrants within its borders

and that it will reestablish the proud principle it once maintained as an asylum for political and religious refugees.

That the French who gave the statue and Joseph Pulitzer who saw to it that it was lighted were not altogether wrong in their faith has been illustrated by the free range of discussion in this fall's political campaign. True there were black spots at Terre Haute and Tampa, but by and large such discussion would have been barred in at least four of the great nations of the world. None the less there are shadows pricked out by the light. For example: For two out of the five decades Liberty has been upholding her torch Tom Mooney has been held in prison in California, convicted on testimony now known to have been perjured. His case still drags its slow way. [See *Survey Graphic,* December 1935, page 586.] Hearings before a referee appointed by the state supreme court to review the evidence were finally concluded in August. Just as they ended, the court entered an order requiring the referee to make findings of fact which called for an analysis of the 16,000-page record by attorneys for both sides and then by the referee. The attorneys must make their arguments before the referee and the referee must file his recommendations with the state supreme court, which then will hear the arguments of the attorneys. If, as anticipated by the defense, its decision is adverse the case may be back in the U. S. supreme court by next autumn for final ruling.

The Labor Front

BY late October the situation between the leaders of the American Federation of Labor and the ten suspended unions affiliated with the Committee on Industrial Organization had reached at least a temporary stalemate. [See *Survey Graphic,* October 1936, page 559.] *The United Mine Workers' Journal,* official organ of John L. Lewis's union, took the line that:

> The executive council of the American Federation of Labor will have to rescind its suspension action against ten unions of the committee, and the federation join and cooperate in organizing mass production industries if organized labor is to be in full agreement as in the past. . . . Rumors of peace overtures on any other basis are untrue and without foundation.

Meanwhile the executive council of the AF of L had accepted the resignation of William L. Hutcheson, president of the building trades department, leader of the anti-Lewis majority in the last two conventions of the AF of L. Some close students of the situation held that, with Hutcheson off the council, the way is cleared for peace between the two factions of organized labor. Others held that Hutcheson resigned, not because of the Green-Lewis split, but in protest against the report of the council on the labor records of the two presidential candidates. Though it made no recommendations, the report was regarded as favorable to President Roosevelt. Mr. Hutcheson heads the labor section of the Republican National Committee.

How the headlines will read when these words appear in print, few would dare attempt to prophesy. There now seem to be three possible alternatives at the AF of L convention opening in Tampa, November 16; the AF of L will accept the Lewis terms and admit the CIO delegates to the convention; the delegates of the CIO unions will be refused seats and votes; or the Lewis faction, representing 40 percent of the AF of L membership, will not attempt to take part in the convention, but will hold a "rump parliament."

Affording Pneumonia

JUST around winter's corner lurks pneumonia. We know it's there; we know it's deadly. Pneumonia killed eighty-seven people in New York City in a recent fall week, as against four lives taken by influenza, one each by typhoid and meningitis, and twenty-seven by automobiles. New York state loses 12,000 lives from pneumonia annually. Figures compiled by the Metropolitan Life Insurance Company for the first eight months of this year indicate "one of the best health years in the history of more than seventeen million industrial policy holders" but "on the unfavorable side, rises in the mortality from heart disease and pneumonia." Yet apparently we the people still "can't afford" to arm against its depredations.

Pneumonia can be fought with nursing. Says U.S. Surgeon General Thomas L. Parran: "A careful check-up shows that where there is a nurse available to give care to a patient sick with pneumonia, the chance of recovery is doubled. Yet I dare say that even in our communities best served by visiting nurse associations, not two thirds of such pneumonia cases get this care; I think not more than half." In New York City, the Henry Street Visiting Nurse Service alone cared for 26 percent of all pneumonia cases reported last year to the Board of Health for Manhattan, Bronx and Queens.

Pneumonia can be fought through the use of serum, say health departments. Extensive research and experiment in the New York City, New York State and Massachusetts Departments of Health have shown the efficacy of anti-pneumonia sera. Technicians have labored to identify types of the disease and to develop a special serum for each type. Yet a recent request for an item of $100,000 for anti-pneumonia serum to be used by the New York City Health Department, at an estimated average cost per case of $60 to $75, was rejected by those who determine what the city can afford and what it can afford to do without.

And So On . . .

THEY do it without so much wear and tear in Alaska. "Flying Nell Scott" was elected to the territorial legislature without making a single speech. She simply had "heart-to-heart" talks about her platform with her prospective constituents. Among her planks were: abolition of fish traps, social security legislation, financial aid to prospectors. • • The "blood count" theory of determining paternity is deprecated by a German expert on biological heredity who offers instead the contour of the nose as the best signpost of origin. • • Antioch College celebrated the Horace Mann centenary with the dedication of a bronze statue to the great American educator and a two-day conference on The Function of Education in a Democracy. • • A recent housing survey in Philadelphia shows that the median age of structures occupied by white persons is 32.7 years; by Negroes, 53.7 years. Negroes live in only 1.7 percent of houses less than ten years old, but in 47.2 percent of houses a hundred or more years old. • • Prisoners at Sing Sing are to enjoy a lecture course this winter arranged by New York University. Included among the subjects is a talk on social security.

The Social Front

Relief

STUDYING former urban relief cases in thirteen representative cities, from October 1, 1935 to August 1, 1936, the WPA's social research division at Washington found a steady increase in the number of such cases entirely supported by wages from private industry. The rate of increase was faster from March 1936 to the end of July (when the high point of 25.6 percent of former urban relief cases, now self-supporting, was reached) than during the earlier period, October 1935 to March 1936, which started from a low of 13.7 percent.

Corresponding to the rise of full time "real jobs" among former urban relief clients, is the increasing number who have attained partial self-support. This percent rose from 31.9 in March, this year, to 39.8 in July. The increase in part time employment, the study suggests, reflects seasonal conditions.

Similarly, each month showed a decrease in former urban relief cases receiving aid from relief agencies or from the Works Program. The rate of decrease also accelerated in the later period of the study. Twice as many left relief during the period from March through July, 1936, as from October, 1935, to March.

Transients—To prepare itself to supply information for the Secretary of Labor's current study of laborers migrating across state lines, the Kansas ERC made a study, during the summer, of the condition of transients applying to county relief offices and local police departments.

A committee of the Council of Social Agencies of Providence, R. I., which undertook a census of transients (defined as having lived in the city for a year or less) for two weeks in early summer, found that many varieties of physical care were offered by some thirty-five agencies, but "had a feeling that only the most superficial care was given." Some 41 percent of the applicants were forty-five or older; 15 percent, twenty-four or younger. The great majority were from nearby New England states, or from New York or New Jersey. Massachusetts alone contributed 41 percent of the visitors. "Does this mean," queries the report, somewhat ingenuously, "that these states make little provision for the unattached? Does it indicate that they are not able to absorb their people in industry? We wonder how many from Rhode Island are now in Massachusetts, New York and Connecticut, and if so, why?"

The Michigan ERC, in line with its general decentralization of relief administration, has replaced the transient division of its emergency organization with a regularly constituted Bureau of Homeless and Unattached Men under the Social Service Division. Administrative responsibility for the provision of congregate shelters is delegated to the various counties with staff responsibility definitely allocated. The SERA contributes to local budgets for this purpose and itself retains advisory supervision of all shelters and other provisions for care of homeless persons, and the operation of camps for homeless single men.

Only six camps, remnants of the former transient program, now are operating in New York under WPA—a 75 percent reduction from last year, according to a report from state WPA Administrator Lester W. Herzog. "With the coming of WPA and its new opportunities for work for the idle it soon became apparent that transient camps, except as storage reservoirs for labor, no longer fitted in the picture," said Mr. Herzog.

Jurisdiction—Whether, with federal-state old age assistance, the institution for the aged or the state shall be responsible financially for residents of privately financed homes for the aged, is a nice point of jurisdiction which has arisen in administering social security programs.

Recently in New York City, Commissioner of Welfare William Hodson ruled that an applicant resident in a private institution would not be accepted if he had entered the home on some contractual arrangement whereby the home had received compensation for which, in return, it had promised to give care for life; that applications would not be granted for incidental expenses properly involved in the home's responsibility to supply normal care for the needy; and that an accepted application would operate on the usual basis, with a budget, paid monthly by check to the applicant.

Selling "Cash Relief"—When the Pennsylvania ERB this fall inaugurated state-wide cash relief, a number of educational efforts explained the new system to the community. An "open letter to landlords, direct relief recipients, and the public" was distributed widely, explaining how the item of shelter allowances is handled under the new system, with charts to show specifically "the largest amounts which relief families will be able to pay," on a family budget basis.

Going Down—Reports on relief loads are pointing, these days, to conspicuous declines: during the summer just past, reported by Harry Hopkins for the nation; during the current calendar year, reported by TERA for New York State; and during successive weeks in October, reported by the SERB for Pennsylvania. Sixteen weeks of continuous decline in home relief cases on New York City's ERB rolls had been recorded in late October.

Less Surplus—The curtailment of relief by surplus commodities, which has been current this fall, has caused the state of Washington to announce a restriction expected to last several months. In the case of WPA families, only those with six or more members will be eligible for production clothing as well as for food commodities. Distribution of commodities to institutions has been eliminated temporarily. . . . In Illinois, the ERC in a bulletin addressed to local administrators announced as of early October, "Effective operation of the new state-wide project for commodity distribution will be dependent upon participation in the expense of this program on the part of local public relief agencies. . . . Contributions for rent, trucking and other facilities to cover handling and distribution to eligible families must be secured and arranged for immediately."

Among the States

MICHIGAN'S Welfare and Relief Study Commission, appointed by Governor Fitzgerald last spring, is carrying on an active program of research, hearings, and discussion, looking toward recommendations for the reorganization of public welfare in Michigan when the Legislature convenes in January 1937.

The commission has nineteen members representing various groups and points of view, among them: Harold D. Smith, executive director of the Michigan Municipal League, chairman; William Haber, administrator of the Michigan ERC; and William J. Norton, executive of the Children's Fund of Michigan.

Fred E. Levi, former assistant executive secretary for the Wardwell Commission in New York, is executive director. Three studies are under way, with the following research staff: state welfare organization, Arthur Dunham, Beth Muller and Samuel Kellman; local welfare organization, Marguerite Patton, Pearl Salsberry, Walter Hixenbaugh, Clara Somerville, Evelyn Hardy, and Jack Foster; financial and statistical study, Clarence V. Smazel and Frank M. Landers; legal and bill drafting, Frances M. Florer.

Staff Training—The comparatively new Washington State Department of Welfare issues to its staff, from time to time, training and educational material geared to programs under way. General bulletins on Planning and Holding Meetings and on Organizing for Community Surveys are typical. A bulletin sent to local administrators, "to be indexed under community organization," contained timely suggestions for carrying out Washington's state-wide program of friendly visiting of old age pensioners by volunteers.

Goings-On—The Alabama State Department of Welfare Bulletin reports that in twenty-three counties a joint service program ties together the work of the school attendance officers with the department of public welfare. To meet the recognized need for case work services in his field, the attendance officer has been assigned to work, as a staff member, under the direction of the department of welfare. . . . In North Dakota, where the forage and grain crops have failed in many districts, WPA workers have been used to bale hay which will be distributed for feed in sections of the state where crops have failed completely. . . . Recognizing that relief figures from its monthly news releases have been used generally as a basis for comparisons of relief costs which do not take into account variable factors, the Connecticut ERC has offered to prepare, upon request, reports giving a true comparison for a given town with another of similar size. . . . "So far as my own experience is concerned," says Director Karl de Schweinitz of the Pennsylvania ERB, from the center of a hotly-discussed area, "I have never seen any governmental agency so absolutely free of political considerations as the Pennsylvania SERA. In employment and discharge of personnel and in general operation, politics has not been taken into consideration."

Progress—A year ago, when county FERA offices were discontinued in Georgia, a final allotment of FERA funds to the state was earmarked to help counties establish local public welfare departments or to strengthen the few existing. Now Georgia has county welfare workers in 147 counties. The FERA funds have been used only for salaries and to provide supervision in organizing the units. Local sources must supply quarters and clerical and traveling expenses as well as relief.

Florida, Oklahoma and Texas, during the late summer, placed their public welfare services under merit systems, though without passing formal civil service laws.

In Print—Public Relief in New York State by Elsie M. Bond, recently published by the State Department of Social Welfare in cooperation with the State Charities Aid Association, summarizes the public relief law and related statutes. (Single copies on request from the association, 105 East 22 Street, New York; or in quantity at 5 cents each.)

The American Public Welfare Association has issued Field Work with Public Welfare Agencies, by Josephine C. Brown; and Civil Service for Public Welfare in Hamilton County, Ohio, by Reuben Horchow. (Available from the association, 850 East 58 Street, Chicago, at 25 cents each.)

Security

SIX of the fifteen state unemployment insurance laws are in the courts. The New York law is to be reviewed by the U. S. Supreme Court, on appeal from a favorable decision by the highest state court. [See *The Survey,* May 1936, page 145.] In Alabama, California, Massachusetts, Mississippi and Oregon cases are pending in the state courts. A U. S. district judge in Alabama at the request of the Gulf States Steel Corporation, has issued an injunction halting the collection of the payroll tax under the unemployment insurance law. Press reports indicate that this means a review of the Alabama law by the U. S. Supreme Court.

Administration — Making initial wage records and assigning social security account numbers to some twenty-six million workers, for whom federal old age benefits will begin to accrue January 1, 1937, will be done by the Post Office Department, in cooperation with the Social Security Board. The Post Office Department will be reimbursed by the board for the expenses involved. The board's announcement states that "through this arrangement the maximum coordination and use of existing facilities will be achieved and the work of establishing accounts for millions of workers will be conducted in the most efficient and economical manner."

Since the resignation of John G. Winant, Arthur J. Altmeyer has been acting chairman of the Social Security Board. . . . Marion Hedges, formerly director of research for the Brotherhood of Electrical Workers, is head of the new labor information division of the board's informational service.

The bureau of research and statistics is giving a basic training course for all new employes who will hold executive positions with the board. . . . The bureau of old age benefits has developed an "advanced course" in the theory and methods of its work. . . . The bureau of public assistance has a special section prepared to help state governments desiring to set up technical training courses in public assistance for their employes. . . . The New Hampshire Board of Welfare and Relief has prepared an elaborate old age assistance manual for distribution to county commissioners and their relief assistants, as a move toward "uniformity of administration of old age assistance."

An account of the administration of old age assistance in three of the states which have had the longest experience with this form of aid is published by Public Administration Service (850 East 58 Street, Chicago) based on a study made by the committee on public administration of the Social Science Research Council. The study describes the organization in New York, New Jersey and Massachusetts, prior to the federal government's entry into the picture. Under the New Jersey law, help for the aged is administered by county boards. In New York and Massachusetts, the aged are cared for variously through county, city and town agencies. Like all public welfare administration, the report states, old age assistance has "suffered from its own provincialism." A ten-year program of "constructive leadership in local administration" is urged, and elements of a state supervisory program are defined. The study was undertaken as an aid to the thirty-nine states now eligible for grants-in-aid toward their old age assistance programs. Many of these states are revising or extending their administrative systems, or must soon do so, to meet a heavier load.

Missouri's Committees—The governor's committee on coordination of the Missouri laws with the social security program has appointed five subcommittees, each to consider one angle of the question: unemployment compensation and old age benefits; state old age assistance and federal grants in aid;

grants for the blind, dependent children, and public health; relief problems and consolidation of welfare activities; possible sources of revenue to finance the social security program in the state.

Study and Record—For an admirably clear and complete analysis of the national social security program in brief compass, see the information bulletin for September 5, 1936, from the department of research and education, Federal Council of Churches, 105 East 22 Street, New York. . . . Seven skits, dramatizing various aspects of the social security program, have been prepared by the Workers Education Bureau, 815 Mt. Vernon Place N.W., Washington, D. C. for presentation before unions or other organizations. . . . The Social Security Board has put out the first of a series of quarterly bulletins correcting and amplifying statistics of public assistance collected monthly from states cooperating under the Social Security Act.

Child Welfare

BY enabling parents to look after their own children, unemployment relief in New York City has sharply reduced the number of applications for commitment of children as public charges, declares the annual report of William Hodson, Commissioner of Public Welfare. The year 1931, when the state's emergency relief law was adopted and the city's large-scale unemployment relief program was launched, marked the peak of applications with more than 16,000 children proposed for commitment by destitute parents or relatives, and about 6000 accepted. In 1935, 9418 were proposed and 3385 accepted. These children come from families ineligible for mother's assistance under the Board of Child Welfare, and from homes which illness, bad moral conditions and the like make unsuitable for children. Some are committed by the children's court.

Care of children in boarding homes as compared to congregate institutions has increased steadily. In 1929 the city cared for approximately 5000 children in boarding homes and 12,000 in institutions; while in 1935 approximately 9800 were in boarding homes and 12,901 in institutions. As the result of a recent thorough survey of the department's child-caring work, a committee on adoption has been set up, to review every case before final approval is given for placement of the child in a home. Another change in procedure is the transfer from the department of social welfare to the department of hospitals, of the medical and physical examinations made before commitment of children for institutional care.

The report recommends to the mayor the appointment of a suitable body of citizens, welfare agency representatives, heads of city departments and courts, to study and map out a program for coordinating the work of all child welfare and related agencies, public and private, toward a more comprehensive and unified system of caring for the city's unfortunate children. The Interdepartmental Coordinating Committee appointed by the mayor last spring, and the bureau of adjustments established in the children's court are cited as important steps in this direction.

Danger Hour—The Hillside Home for Children, Rochester, N. Y. has developed an activities program including handicraft, dramatics, music, dancing—tap and social—handsewing, athletics and a generally varied assortment of opportunities for self-expression and recreation. Besides increasing the skills and developing the taste of the children, these activities have helped in solving disciplinary problems. Most of the activities are scheduled for the "danger hour" between the close of school and dinner time, when, as a study of the children's leisure indicated, breaches of discipline most frequently occur.

Meier Shfeyah—Some 400 girls and boys are on the waiting list for admission into the Children's Village of Meier Shfeyah, Palestine, maintained by Junior Hadassah, the Young Women's Zionist Organization of America. The home school, situated in Samaria, now houses 115 young people and is being expanded. It is the only Palestinian Jewish agency of its type working with the needy children of Palestine and the surrounding countries. Of the 200 girls and boys so far graduated, each equipped with general education and training in agriculture or trade, 60 percent have chosen farming as their vocation. [See *Survey Graphic,* December 1935, page 602.]

Federal Services—Of the 1211 crippled children known to the New Mexico Bureau of Child Welfare, 482 have been examined in diagnostic clinics, and sixty-eight of them hospitalized. The 1937 plans call for additional clinics, and for hospitalization of 248 cases.

Twelve clinics for crippled children are now operating in North Carolina, and three more are being organized. Nine orthopedic surgeons and twenty general hospitals, as well as the North Carolina Orthopedic Hospital, at Gastonia, are cooperating in the program.

Introduction or expansion of psychiatric social work in public welfare departments is an interesting feature of various state plans for child welfare services under the Social Security program. Among plans recently approved by the U. S. Children's Bureau, those of Louisiana, Alabama, North Carolina and Vermont expressed the need for a better general understanding of mental hygiene principles. Each hopes to employ an experienced psychiatric social worker on the state staff to give consultation service in special children's problems and to interpret the mental hygiene aspects of social case work to public and professional groups.

In School and Out

THE "Antioch plan" combining paid jobs and school has been adapted to the needs of highschool students who do not plan to go on to college in Wahpeton, N. D. The plan is being continued this year, after a successful experimental year in 1935-6. In most cases only one student has been assigned to an employer, and the work week has averaged fifteen hours. Twenty-four employers cooperated last year, giving personal instruction in the work on which the student was engaged. This year, as last, every opportunity is given the young people to study occupations and occupational demands, to discuss employer-employe relations, and to relate their school work to their individual job experience.

The Burke Case—President Butler of Columbia University has announced that he will not overrule the decision of Dean Herbert E. Hawkes, denying reinstatement to Robert Burke of Youngstown, Ohio, president-elect of the junior class. Burke was requested not to return to Columbia this fall, after he took part in an anti-Nazi student demonstration in front of the home of Dr. Butler last May, protesting Columbia's participation in the Heidelberg celebration. The student board of Columbia College, by a vote of four to three, approved the decision of Dean Hawkes. Three senior members of the board had been appointed as a committee to investigate the affair. A dispassionate and well-documented statement of the case has been prepared by the American Student Union (112 East 19 Street, New York), arguing that Burke was not guilty of "unseemly conduct" and "refusal to apologize," as charged by the college authorities.

Training Citizens—Hobart College, at Geneva, N. Y., announces a required four-year course in "responsible citizenship," beginning with this year's freshman class. The purpose of the course

will be "to prepare graduates for intelligent participation and active leadership in local affairs." In the senior year, the course will concentrate on the operation of American government today.

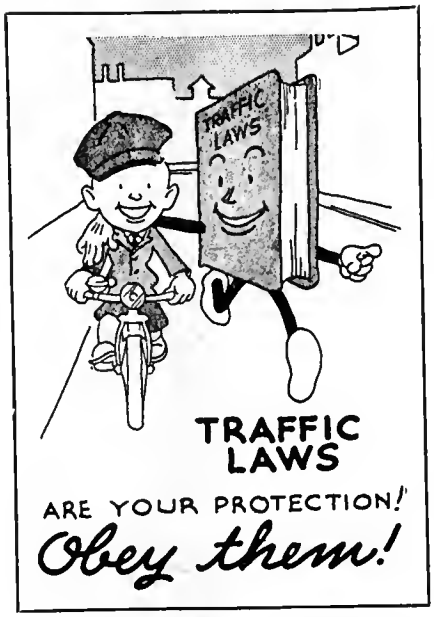
School Strike—Familiar labor conflict tactics came into play in Walker County, Ala., last month, when public school teachers tried to form a union. County school officials did not renew the contracts of three teachers who had been active in starting a local of the American Federation of Classroom Teachers, an AF of L affiliate. More than two thirds of the children, backed by their parents, carried on a "stay away strike." Governor Bibb Graves finally took a hand, and the strike ended when he volunteered to serve as "umpire" in a "full and impartial" inquiry into the school conditions of the county. Union leaders claim that 110 of the 375 local teachers have "joined up."

Report and Record—Occupations and Vocational Guidance, an indexed bibliography by Wilma Bennett, in a new and revised edition, is a valuable guide to available information about occupations (H. W. Wilson Co. Price $1.25 postpaid of *The Survey.*) . . . The Educational Policies Commission, 1201 Sixteenth Street N.W., Washington, D. C. reprints in pamphlet form Planning Educational Progress, an address by A. J. Stoddard at the annual meeting of the American Council on Education; and We Chart Our Future Policies, an address by Frederick M. Hunter at the 1936 convention of the NEA. . . . The American Youth Commission, 744 Jackson Place, Washington, D. C., has prepared in mimeographed form, Current References on American Youth Problems. . . . Retrospect and Forecast in Radio Education, by Levering Tyson and William J. Donovan is a stimulating review of this new field. (National Advisory Council on Radio in Education, 60 East 42 Street, New York). . . . In Circular No. 162, the U. S. Office of Education brings together a brief history of federal aid for education, data for 1934-5, and a bibliography of the subject.

Safety

NEARLY one out of every 1000 people in the United States this year will be the victim of a fatal accident. This prediction, made at the recent Congress of the National Safety Council, was based on statistics for the first eight months of the year, indicating that the total will be 110,000—some 9000 more than the previous high of 1935. Home fatalities will lead with their toll of about 40,000 deaths, followed by automobile fatalities of approximately 36,000, 700 less than last year.

The national economic loss from the probable 9,500,000 non-fatal injuries of all types—over half of which will be home accidents—is estimated at nearly $4 billion. The greatest progress in the field of accident control, according to the Congress, was due to the efforts of private industry.



Adapted from Western Union cartoons, Public Safety, October 1936

Bicycles Built for One—"The bicycle has wheeled itself right out of the pages of the scrapbook into roadways built for automobiles, onto sidewalks built for pedestrians." As the magazine *Public Safety* points out, we no longer speak of the bicycle in the past tense; the ten million on the road today must be reckoned with, as another growing menace to life, limb and the pursuit of happiness. Last year bicycles on the road increased by 25 percent; this year a million bicycles are being manufactured. Last year there were 350 deaths from collisions between bicycles and motor vehicles alone—approximately one percent of all motor deaths for the year. Children, being in the majority in the army of bicyclers, are the chief victims, and will continue to be so until they are educated to realize that they are not immune to traffic rules, and until the automobile driver realizes that without special bicycle roadways cyclists must be given consideration.

Please, Mr. Officer—On the theory that our streets can never be made safe until police officers know and practice methods of efficient traffic control, an increasing number of training courses for those officials are being established. The Traffic Officers' Training School conducted last summer at the University of Alabama in cooperation with the National Safety Council, the Alabama Highway Patrol and the International Association of Police Chiefs—the first of its kind ever held in the South—had an enrollment of eighty men, sixty-seven of whom received diplomas.

New courses are being conducted at Harvard and Northwestern Universities, the Harvard course being the first graduate school course in automobile traffic offered by any university. Financed by the automobile and allied industries, fifteen fellowships of $1200 each have been granted to police officers and traffic experts for a year's study at the Harvard Bureau for Street Traffic Research. The Traffic Safety Institute at Northwestern was established with a $6000 gift from two insurance companies, in the belief that "the regular safety engineering and educational work of casualty and insurance companies can thus be supplemented."

Strange Anomaly—While Illinois legislators have not yet passed a driver's license law, the Chicago Park Commissioners are leading the way in an effort to promote traffic safety. Stimulated by more than a hundred weekly requests for information as to "where I can learn to drive," the commissioners have built a driving field, where any person over sixteen years of age may receive instruction—with a certificate upon completion of the course. Built with WPA funds, the field, covering several acres with its three-mile roadway, includes most of the hazards that the ordinary driver must face—among them a high-speed road, hills, curves, a traffic circle, a service station pull-in, parking areas, and a railroad crossing.

With the Co-ops

COLLEGE cooperatives, most of which have sprung up in the last four years, now number 138, and serve more than 32,000 students on campuses in every section of the country. Together they last year did a business of well over $2,750,000. A typical story is that of the cooperative at Texas A. and M. College, outlined in *The Intercollegian* for October. In 1932, twelve boys on that campus banded together to run their own dormitory and buy cooperatively from local retail dealers. Today, the co-op at A. and M. has a membership of 533 boys who save themselves over $80,000 a year by furnishing their own rooms and meals for $8 to $10 a month. They do a joint business

of $2000 a week, and dealers are begging for their accounts. On this one campus, the cooperative has made it possible for more than 1000 students to attend college who otherwise would have been forced to drop out.

The campus cooperatives now have a national organization, the National Committee on Student Cooperation, 5757 University Avenue, Chicago. A handbook of student cooperative associations may be secured from California Cooperative Council. (Price 15 cents, from the Council, P. O. Box 859, Pasadena, Calif.)

From Finland—Five Finnish cooperative leaders are in this country to spend several weeks investigating consumers' and producers' cooperatives in the United States. Their leader, Hugo Vasarla, head of the Cooperative Wholesale Society of Finland, states that cooperative trade in Finland is gaining at the rate of one percent a year. More than 50 percent of the population is enrolled in consumer or agricultural cooperatives, which do 40 percent of the total retail trade in Finland. This figure compares with 15 percent for Sweden; 12 to 15 percent for England. The co-ops, Mr. Vasarla states, actively control the price level in Finland and the independent retailers, to meet the competition of the cooperatives, have adopted some of their methods. Differing from the procedure in England, co-op policy in Finland has been to push prices down and to return only one or two percent in profits to shareholders. Finnish cooperatives are buying American farm machinery, oils and dried fruits.

Wholesalers—National Cooperatives, Inc., a federation of eleven cooperative wholesale associations with more than a half million individual members, is this month opening a national office in Chicago. The business of National Cooperatives hitherto has consisted chiefly of joint contracts negotiated by committees for petroleum products, tires, batteries, fencing, binder twine and other commodities used by the cooperatives affiliated with the national organization. It is believed that a permanent national office will facilitate joint purchasing, and make it possible to extend purchasing to additional fields. Last year (1935) the wholesale business of member associations totaled $25,432,000, an increase of 32.2 percent over the previous year's business. . . . Eastern Cooperative Wholesale, owned and operated by retail cooperative associations in New York, Pennsylvania and New England, is this month opening a branch office in Boston. Its main office has just moved from 112 East 19 Street, New York, to 112 Charlton Street, in the heart of the wholesale section of the city.

Co-op Power—Private utility companies having refused to enter into contracts to supply power to rural electrification cooperatives organized in Ohio to distribute power to areas not previously served by the utilities, the co-ops are planning to construct plants to produce their own power. [See *Survey Graphic,* September 1936, page 506.] The Inter-County Rural Electric Cooperative, organized to serve 5000 farm homes in Highland, Fayette, Ross, Clinton and Pike Counties, has started work on a modern generating plant. . . . Ohio's first electric co-op, the Pioneer Rural Electric Cooperative, serving 1700 families in Miami and Shelby Counties, with power from the Piqua municipal plant, was completed in June.

Farmers' Cooperation—This country now has at least 20,000 farmers' cooperatives of all types, according to a recent report by W. I. Myers, governor of the Farm Credit Administration, Washington. These co-ops fall into two general classes: farmers who get together to sell their products, and farmers who carry on cooperative purchasing of farm supplies or such essential business services as fire insurance, water, electricity, credit. The purchasing cooperatives did a total business of more than $250 million in 1934-5. The estimated value of farm products cooperatively marketed in the same year was over one and a third billion dollars. Farmers in almost every county in the country are now organized for cooperative credit, Mr. Myers reports.

New Fields—New fields for cooperation in this country was one of the major themes of the tenth biennial congress of The Cooperative League, which was held in Columbus, Ohio, in early October. Sessions were devoted to discussions of fundamentals of cooperative management, publicity and education, rural electrification, urban cooperatives and cooperative medicine as an alternative to private profit or social medicine.

The thousand delegates, representing about three million consumers, adopted resolutions asking Congress to take the "rural" limitation off the Rural Electrification Administration, and to create an agency similar to the Farm Credit Administration to assist consumers' cooperative housing activities.

Survey and Report—A new bulletin of the Farm Credit Administration, cooperative division, prepared by R. H. Elsworth, gives Statistics of Farmers' Cooperative Business Organizations, 1920-35. . . . The Cooperative League, 167 West 12 Street, New York, offers Sweden: Land of Economic Democracy, by E. R. Bowen, (15 cents), A Trip to Cooperative Europe, (5 cents.)

Minimum Wage

THE U. S. Supreme Court has refused to reconsider its decision declaring the New York minimum wage law unconstitutional. [See *Survey Graphic,* July 1936, page 412.] New York, Massachusetts and Illinois joined in the plea for a rehearing, urging that a matter of grave public concern should persuade the court to re-examine its 1923 decision in the Adkins case, on which the opinion in the New York case was based.

The Washington Law—The U. S. Supreme Court has granted a review of the Washington State minimum wage law, which is very similar to the New York law. The case is that of a chambermaid employed by the West Coast Hotel Company at a wage less than that laid down by the state industrial board. The state supreme court upheld the law, and it is from this decision that the hotel company has appealed.

Next Steps—The committee appointed by the Secretary of Labor last summer, to consider the effect of the decision of the Supreme Court in the New York case and to suggest action "to preserve the benefits of existing minimum wage legislation" is continuing its study but has not yet formulated a report. . . . Elmer F. Andrews, New York State Industrial Commissioner, has called a conference early in November "to discuss the question of immediate procedure; to consider the drafting of new state legislation; and if that seems desirable, to discuss the question of constitutional amendment." . . . The National Consumers' League is conducting an inquiry into possible methods of giving Congress and the states power to regulate the hours and wages of women workers in industry.

Hospitals

THE extension of group hospitalization to families at a cost of seven cents a day, has been announced by the Associated Hospital Service of New York. The new service is an outgrowth of the three-cents-a-day plan which now enrolls in New York City more than 125,000 individual subscribers and makes available the facilities of 197 member

hospitals. Similar hospital service plans are now in operation in more than sixty American communities.

Under the new family plan, services for a father, mother and family of five, including all unmarried children under nineteen years old, is now available at $24 a year on a payroll deduction system. A similar arrangement covering only husband and wife, is available at $18 a year. Obstetrical cases henceforth will be cared for only after the patient has been enrolled for one year in the service. . . . In Rochester, N. Y., where the group hospitalization plan has been in operation for a year, 10 percent of the city's population is enrolled in the Rochester Hospital Service Association.

Services Studied—Hospital in-patient and clinic services in the Buffalo area, for 1929-35, as reported to the U. S. Children's Bureau in the course of the national registration of social statistics, have been the subject of study by the Buffalo Foundation. Statistics from the two public and thirteen private hospitals reporting show that the peak year for services given by the whole group, as well as for the public hospitals considered separately, was 1932; for private hospitals alone the peak in volume of service was 1935. Studying the relative increases in free, pay and part pay services given, the report concludes, "It would appear that as the depression continued and individuals were unable to pay private hospital charges and yet able and willing to pay prices within their means, such persons have received and paid for hospitalization at the public hospitals."

Private hospital service to free patients also shows a large increase, amounting to 114.8 percent from 1929-35. In 1935, 55.3 percent of the total hospital service in general hospitals in the area reporting was given to free patients; compared with 30.3 percent in 1929. The most striking increase comes in private clinic service, amounting in 1935 to 533 percent over the 1929 total.

In New York—The contribution of the city of New York toward the support of free patients in voluntary hospitals has increased 79.79 percent in the past five years. . . . Average occupancy of all the hospitals and institutions under the New York City Department of Hospitals, for the first six months of 1936, reached 97.4 of bed capacity. Dr. S. S. Goldwater, commissioner, says that normal occupancy of a public hospital is 90 percent, and that this percentage, as an average for all services, makes it quite certain that some are overcrowded. In seven New York hospitals occupancy for this period exceeded 100 percent of total capacity. . . . The department has noted a steady increase in payments from patients treated in city institutions, indicating that by the end of the year the city's taxpayers may be reimbursed to the extent of a half million dollars. This would be an unprecedented collection. Those who pay are emergency cases with some funds and occasionally a discovered "chiseler." . . . From 377,000 patients cared for by the department from January to June, 1936, only eighty-eight complaints were received regarding hospital service rendered. In the corresponding period, 1934, as many complaints often were made in a day as now in a month.

YOU CAN BE SURE OF THE BEST

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

How to ALKALIZE STOMACH

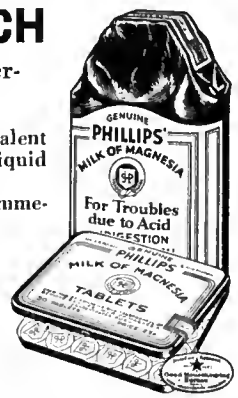
Fast Relief Now from "Acid Indigestion," Over-Indulgence, Nausea and Upsets

If you want quick relief from an upset or painful stomach condition, arising from acidity following over-eating, smoking, unfortunate mixtures of food or stimulants, just try this:

Take: Two teaspoonfuls of Phillips' Milk of Magnesia in a full glass of water.

Or—two Phillips' Milk of Magnesia tablets; each of which contains the equivalent of a teaspoonful of the liquid form.

This method acts almost immediately to neutralize the excess acid in the stomach, thus relieving the condition. Try this way. Be sure that any box or bottle you buy, is clearly labeled *Phillips'* Milk of Magnesia.



PHILLIPS' *MILK OF MAGNESIA*

Public Health Nurse

HOW the Bureau of Public Health Nursing of the Indiana State Health Department made the most of an embarrassment of riches when presented suddenly with the job of training and directing a state-wide group of ERA-employed nurses on public health assignments, is a depression "success story" told in the *American Journal of Public Health* for July 1936.The bureau's experience in enlisting the cooperation of local medical men, insisting on standards and promoting interest in training among the nurses themselves, reaches a happy climax since "many of the nurses now [after ERA] are being employed to continue their programs with local official and unofficial funds."

New York Lags—That New York City is far behind other large American cities except Chicago in the relative size of the public health nursing staffs of its city and private agencies recently was reported by Lillian D. Wald, honorary chairman of the New York City Health Department's advisory committee on nursing service. Boston leads the ten largest cities of the country in per capita adequacy of public health nursing, with forty-five nurses per 100,000 population, as compared with eighteen in New York City. New York's nurses each must cover an average of 2747 pupils and 2.7 schools, "obviously more than one nurse should carry."

Fourth of All Babies—The Henry Street Visiting Nurse Service reports that last year within three boroughs of New York City it cared for one fourth of all babies born, one fourth

of all pneumonia cases and one sixth of all reported communicable disease cases. The grand total of the organization's services during the year was 64,304 patients cared for with approximately 295,000 visits.

Publications—A manual designed as a daily guide for nurses in the care of communicable diseases, and a stimulus to their participation in the program of disease control, has been issued by the New York State Health Department's division of public health nursing and communicable disease. (For three cents postage from the division, State Department of Health, Albany, New York.) . . . Public Health Nursing Under the Social Security Act, a discussion of developments under the Children's Bureau, by Naomi Deutsch, R.N., and Hortense Hilbert, R.N., has been reprinted from *Public Health Nursing* for September 1936. (Price 15 cents from the National Organization for Public Health Nursing, 50 West 50 Street, New York.)

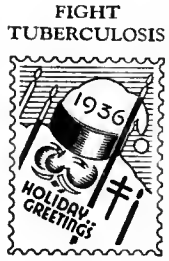
The Public's Health

A PIONEERING job in public health instruction is developing as a by-product of New York City's expanding program of district health centers. By the new plan, medical students will make first hand observations and take part personally in the public health work of the centers. In the past such an opportunity has been rare. The usual medical student was left "looking on public health as a special department in which he has little concern," says Health Commissioner John L. Rice. Programs already have been announced at Meinhard Health Center for the East Harlem Health District with the New York Medical College, and at the Red Hook-Gowanus Center for the Long Island Medical College.

Baby-Saver—Announcing the silver anniversary of the enactment of a compulsory milk pasteurization law in New York City, the Health Department pointed out that the city's mortality from the dread baby-killer, "cholera infantum," in 1910 was 3598 and in 1936 only 166 infants. During the nineties infant mortality from "cholera infantum" averaged upwards of 10,000 annually in New York City.

On the Up—If admissions to Bellevue Hospital's alcoholic wards are any index, excessive drinking in New York, says Dr. S. S. Goldwater, commissioner of hospitals, "is increasing by leaps and bounds." In 1934 Bellevue admitted 7649 cases of acute alcoholism, and 9139 in 1935. During the first six months of 1936 admissions were at the rate of 12,379 for the year. So many alcoholics damage their heads in the course of the unsteady adventures that end in the hospital that Bellevue will open this fall a special operating room in connection with the psychiatric pavilion, for surgical treatment of head injuries.

Back Again—Santa Claus is back on the cheerful 1936 Christmas seal of the National Tuberculosis Association. With the slogan, "Help to make others healthy," the Association, now launching its thirtieth annual seal sale, points out with pride that "Your chances for dying from tuberculosis were about four times as great thirty years ago as they are today," a statistic to inspire health educators in any field.



Youth and Alcohol—The national program of alcohol education undertaken by Allied Youth (National Education Association Building, Washington, D. C.) has received the endorsement of the department of secondary school principals of the National Education Association "both as to the philosophy which motivates the organization and the procedure which is used." For their pamphlets and other publications, consult Allied Youth.

Federal Services — Postgraduate courses in obstetrics and pediatrics have been offered to physicians in a number of states, through funds available through the Social Security Board, under state plans for maternal and child health. In Texas, for example, these intensive courses have been sponsored by the state medical association, in cooperation with the state dental society, the medical divisions of the state university, and Baylor University. In the course for physicians, held in each of the fifteen councilor districts, the demonstration method of teaching, with clinic material and motion pictures, was used. . . . A dental unit, specially constructed for children's dentistry, will operate as a trailer demonstrating in Indiana the dental program worked out jointly by the Indiana Dental Association and the state's bureau of maternal and child health.

By September 15, maternal and child health plans under provisions of the Social Security Act had been approved for forty-two states, Alaska, the District of Columbia and Hawaii.

Fighting a Killer—The Cancer Institute, held in September at the University of Wisconsin under the auspices of the Alumni Research Fund, has been hailed widely for its importance as a method of attack on human-kind's second most dangerous killer-malady. Combining popular education, through open sessions and radio broadcasts, with a scientific forum where American scientists and research experts from abroad exchanged findings, the meeting was characterized by the organ of the American Society for the Control of Cancer as "one of the most significant steps in cancer research and control ever taken in this country."

"Loco Weed"—The growing of marihuana, the weed from which are made narcotic cigarettes known as "reefers," reputedly selling at 50 cents each in Harlem, has assumed alarming proportions this year in New York. In the metropolitan area, a special WPA squad trained to recognize the weed has been assigned to the task of rooting it out of the vacant lots and track right-of-ways where most often it has been discovered. Growers are liable to detection because they must guard against hi-jackers of their crop, reputedly marketable at some $60 a pound. Upstate hospitals recently have admitted sufferers from use of the weed, and considerable police activity in apprehending traffic in the narcotic is reported.

Sick Credit—According to a plan announced by the Flushing, N. Y. Hospital and Dispensary, all contributors of $5 or more will be credited upon request, with the amount of the gift towards possible hospital expenses for the donor or his family within five years of date of payment.

Professional

TRACING the sources, the evolving philosophies and the growth of the rank and file movement in social work, Jacob Fisher of the Bureau of Jewish Social Research in New York has gathered into pamphlet form an inclusive history which the New York School of Social Work has published. (Price 20 cents from *The Survey*.) Mr. Fisher, a leader in the movement, examines the motivations as well as the facts involved, and presents them as "ample evidence that a strong interest in job security and a concern with the larger problems of social work are not mutually exclusive." He says further, "It is erroneous to assume, as some have, that rank and file groups have no interest in professional standards," and points to

the need for working conditions which will safeguard a high standard of professional performance. The current history of the rank and file movement and its growing affiliations with organized labor are traced.

Meetings—Homer A. Chamberlin, new executive of the Hawaiian Tuberculosis Association, who represented *The Survey* at the Hawaiian Territorial Conference on Social Work in August, writes, somewhat tardily but enthusiastically: "It was a grand conference, organized along National Conference lines with four discussion groups tearing apart the speakers' ideas. Re-Thinking Social Work was the theme. Delegates from Atlantic City brought interesting reports . . . ministers and teachers were well represented, as were public health nurses in the 133 total, I think, registered. Volcano House on the slope of Mauna Loa is an ideal conference retreat. Steam pours from lava cracks in all directions. Jungle-size ferns hide bottomless crevasses, and Madame Pele, Hawaii's goddess of fire, grumbles beneath the bubbling, molten surface of the crater, Halemaumau. Hiking, eating and talking together for five days gave us a chance to know our co-workers more intimately. Every island was represented." A postscript which will signify the temper of the meeting, to good conference-attenders, adds that only two books were left unsold on *The Survey* table at the meeting's end.

The Indiana State Conference of Social Work will meet November 29-December 1, in Indianapolis, around the subject of "the new social security legislation and the most efficient methods of social service."

A national conference on educational broadcasting will be held December 10-12 in Washington, D. C., sponsored by the U. S. Office of Education, the Federal Communications Commission and a group of national organizations.

Publications — "Divorce treatment from adjudication," says Thomas D. Eliot of Northwestern University in a pamphlet entitled Suppressed Premises Underlying the Glueck Controversy. The author has directed his contribution to the controversy still raging over Sheldon and Eleanor Glueck's One Thousand Juvenile Delinquents, of 1934 date, against "an unsound definition of the situation [which] seems to be in danger of making both groups of critics propose illogical programs." (From the author, department of sociology, Northwestern University, Evanston, Ill.) . . . The National Federation of Settlements, Inc. has issued a List of Plays, a descriptive catalog compiled by the dramatic division and including more than two hundred plays produced recently in settlements. (Price 25 cents from Lillie Peck, 147 Avenue B, New York.) . . . Two new bulletins on social work interpretation: Lobbying for Social Legislation, by William Kirk; and The Play and Social Work, by Viola Paradise and Clarence Perry, have been published by the Social Work Publicity Council. (Price 50 cents and 25 cents respectively, from the Council, 130 East 22 Street, New York.)

People and Things

AN aspiring young student from Cornell University, faced with the necessity for "doing an assignment" in philanthropy while home for a Christmas vacation some years ago, made a reluctant visit to the Buffalo, N. Y. Charity Organization Society, of which Frederic Almy was secretary. Somewhat to the young man's surprise, the experience was interesting. Later in the year, the student chose for a debate subject, The Spirit of Modern Philanthropy, and turned to the same source for material. Mr. Almy took a fancy to the alert young man and invited him, on graduation, to become his assistant.

That is the way Porter R. Lee began a career. This month the alumni of the New York School of Social Work celebrated with a dinner the twenty-fifth anniversary of his connection with the New York school.

For nearly twenty of those twenty-five years, Mr. Lee has directed the school, which now enrolls approximately four hundred full time students during the school year and more than a thousand employed social workers as part time students. Since 1917 the only gap in Mr. Lee's attention to the school was a brief service in Washington on the President's Emergency Committee for Employment, in 1930-31.

The school was born in the library of its parent, the COS, when in 1898 thirty students took a six-weeks' training class in philanthropic work, with Philip W. Ayres, director. With the leadership of Edward T. Devine from the first and a gift for endowment from John Stewart Kennedy, the school in 1904 became the year-round New York School of Philanthropy. In 1911, by terms of Mr. Kennedy's will the school gained full use of the Kennedy Endowment amounting to approximately a million dollars. Six years ago the New York School of Social Work moved into the building erected by the Russell Sage Foundation at 122 East 22 Street. Along with most schools of social work, in recent years it has experienced a growth equally striking in enrollment and in the scope of its curriculum. The school was instrumental, in 1917, in starting the Association of Schools of Social Work.

We Celebrate—Hiram House in Cleveland this year celebrates its "fortieth." Its founder and head, George Bellamy, was widely honored on the occasions of the celebration. The *Plain Dealer* commented, "All Cleveland takes pride in a highly creditable institution and joins in saluting the persevering man who made it possible."

Speaking of anniversaries, 1936 rounds out thirty years of social work for James L. Fieser, vice-chairman of the American Red Cross. He began in the summer of 1906 as a neophyte in the rear ranks of the Indianapolis Charity Organization Society at one dollar a day, six days a week. "It was worth while," he says, "at any price to be where one could come to know Amos Butler, Father Gavisk, Timothy Nicholson and other social work pathfinders and to grow up with John Lapp, then legislative reference librarian, W. S. Reynolds, then with the State Board of Charities, Carl Milam, then secretary of the State Library, and a bunch of other youngsters."

"Padre of the Poor"—The $25 million Our Lady of Victory institutions at Lackawanna, N. Y. have been turned over to the management of the Rev. Joseph E. Maguire, since the death of the ninety-six year old Right Rev. Monsignor Nelson H. Baker who, as "padre of the poor" founded and built them—homes, schools, hospital and basilica.

Elected—The Ohio Welfare Conference, at its recent meeting, elected: president, Wendell Johnson, Toledo; vice-presidents, Monsignor R. Marcellus Wagner, Cincinnati and Lottie Bialosky, Cleveland; treasurer, H. H. Shirer, Columbus.

Distinguished Visitor—Dr. Alice Salomon, founder and director of Germany's pioneer school of social work, the Berlin Training School for Social Workers, is in the United States, making a lecture tour. Dr. Salomon has made former visits to this country and is well known to American social workers—in part from her contributions to *The Survey*. A committee of the Association of Schools of Social Work is arranging lectures, to be given at

various schools. Among her announced topics are: Social Work in a Changing World, Division of Spheres Between Public and Private Social Work, and Education for Social Work in Many Countries.

News Notes—The New York Children's Aid Society, the AICP and Columbia University each received $2,201,491 recently from the residuary estate of the late Mary Gardiner Thompson, descendant of an original purchaser from the Indians of part of Long Island. . . . New Jersey College for Women has opened Jane Addams House, for studies in social problems and as headquarters for advanced students in sociology.

Irene Harand of Vienna, leader of an organized movement to oppose anti-Semitism with many members of her own (Catholic) faith, is in this country for a speaking tour and is anxious to get in touch with sympathetic organizations. She may be addressed in care of Wally Harand, 657 Teasdale Place, New York City.

John F. Hall, for years a 'pillar" of Seattle, Wash. social work, as executive secretary of the Community Fund, has won a long bout with illness and returned to active service, on the staff of the State Welfare Department.

Error—Editorial accuracy nodded last month when this section attributed to the late Cornelius A. Pugsley the funds for an award to the outstanding paper presented at the National Conference of Social Work. The funds have been contributed hy Chester D. Pugsley who is, happily, alive and who, to the best of our hope and helief, will renew the award for the 1937 meeting in Indianapolis.

With Honor—Terminating some of the active phases of a career which has few parallels, Dr. William Hallock Park, founder and since 1894 director of the New York City Health Department's laboratories and a faculty member of the New York University College of Medicine since 1898, this fall retires at seventy-three. The man whom Yale University cited as "the perfect type of the scientist in the service of the state," who with Dr. Herman Biggs conquered diphtheria, will continue his studies in the contagious diseases, despite his formal retirement. The newly opened public health laboratories of the health department have been christened the William H. Park Laboratories.

Hildegard Ballauf, executive of the Cincinnati League for the Hard of Hearing, has been given a medal in recognition of "meritorious public service," by her alma mater, Miami University, Ohio.

Pittsburghers—The Pittsburgh Federation of Social Agencies has added to its staff: Katherine A. Biehl, recently with the federal Children's Bureau, as registrar of social statistics; Emma Schauer of the Carnegie Institute of Technology, as research associate in the bureau of social research; and Joseph Anderson, formerly director of emergency relief in Johnstown, Pa., as secretary of the group work division.

The Pittsburgh Public Health Nursing Association has a new associate director, Elizabeth Rath, from the Public Health Nursing Teaching Center of Cleveland and has lost Lydia Spoeneman, educational director, who will have the same title with the Kentucky State Health Department. Charlotte Pitman, from the Louisville, Ky. Visiting Nurses' Association succeeds Miss Spoeneman in Pittsburgh. . . . C. Ruth Bowers who was directress of nurses at West Penn Hospital, Pittsburgh, has resigned to become professor of nursing at the University of Pennsylvania.

Deaths

IN turn, news-butcher, car-checker, yard-manager, Ford partner, police commissioner, mayor, senator, donor in a single decade of over $17 million—James Couzens, who died October 22 at sixty-four, followed the American pattern in the making of a philanthropist. Yet with this difference, that while he was one of the founders and largest contributors to the Community Fund of Detroit, his strong hent lay in developing public services. When the depression hit Detroit he gave a million dollars to help in the emergency; but his larger gift had been that Detroit, far in advance of other American cities, had a municipal welfare department which got under the load of unemployment relief. As chairman of the Committee on Education and Labor of the U. S. Senate, he put to work both his industrial and his civic experience, commissioning the Institute of Economics of Brookings Institution, as early as 1928, to make one of the first broad studies of the already mounting unemployment. Equally sentient was Senator Couzens' recognition of the evil of intermittent jobs. The automobile industry today is grappling seriously with the problem, changing the date of the auto show as a first step. But here again Senator Couzens pioneered: in his address in December 1929 before the Michigan Manufacturers Association on how to stabilize work and so stabilize income; and in an article, Long Wages, in *Survey Graphic* for April 1930, in which he drove home his challenge. His philosophy is crystallized in the principles of the Children's Fund of Michigan which he endowed. Its widely flung services and demonstrations reinforce and elicit public action in the fields of education, health and welfare.

WITH the recent death of Jesse I. Straus of New York, distinguished citizen and until recently United States Ambassador to France, the social welfare world lost not only a philanthropist but one who has given active service to the field. He was the first chairman of the New York TERA, appointed in 1931 by the then governor, Franklin D. Roosevelt.

THE death of Anne Sullivan Macy, teacher and companion to Helen Keller, brings to a close one of the dramatic friendships of our times. Mrs. Macy's association with Miss Keller began when she was twenty-one and her pupil, daughter of "southern aristocracy," was only seven. At that time Anne Sullivan, child of poverty, had known life in an almshouse, and had just finished six years study, to meet her own semi-blindness, at the famous Perkins Institution in Boston. From the day when she began to teach the child Helen Keller to read and speak through her finger tips, and to quiet her childish despairs, Anne Sullivan Macy's life was woven with that of her famous pupil. Though less noted publicly, Mrs. Macy's own achievements were considerable. Educational principles which she developed are said to have inspired some of Madame Montessori's work for children.

Only a few weeks before her death, Mrs. Macy, together with Helen Keller, had been notified that they were to receive jointly the annual medal given on the birthday of Theodore Roosevelt by the Roosevelt Memorial Association. The citation to accompany the medal read: "For a cooperative achievement of heroic character and far-reaching significance—the release and development of an imprisoned personality which, by its emergence and its effective activity, has become a symbol of hope and an inspiration to effort."

WILLIAM E. WALLING, student, writer and pioneer in liberal thought, died recently in Amsterdam. Mr. Walling was an early resident at the University Settlement, New York, and founder of the Intercollegiate Society, now the League for Industrial Democracy.

ANNA PALIER COHEN, veteran in the United Hebrew Charities of New York, now the Jewish Social Service Association, and in Jewish social work in Minneapolis and St. Paul, died recently.

Readers Write

"I Remember When . . ."

To the Editor: A recent conversation on politics in relief administration—to which I was an interested eavesdropper—brought back to me a half forgotten desire to add my experience to that of two *Survey* authors of a year or two ago—Paul H. Landis [If I Were a County Relief Administrator, *The Survey,* July 1935] and M. B. Stinson [I Am a County Relief Administrator, October 1935, page 296]. For I *was* a county relief administrator—and I'm glad of it—in a typical industrial county in southern Michigan, and for all of three years my politics were never questioned or, so far as I know, even ascertained by the state relief officials. Incidentally, as administrator, I never knew, let alone questioned, the political affiliations of any one of my staff of some 110 persons.

But don't think for a minute that political lightnings did not crackle around my head. A local political bigwig, who had not been consulted about staff appointments, reported to Washington that I was building up a Republican relief organization. As a matter of fact the county was strongly Republican and when you chose a staff from local people, with a single eye on qualifications, the law of averages would give you a majority of Republicans.

Our commission consisted of a prominent business man, a city official and a county official. Only the county official brought his political conditioning into his relationships with me, as administrator. Happily the leading citizens and the newspapers stood by and at the end of six months or so the official who had invited me "to meet him in the alley" was removed by the state administration. He swore to "get" me if it was the last act of his life, and for two and a half years he never stopped trying.

On the other side of the picture were the hosts of persons of every political and economic complexion, who understood the objectives and the difficulties of the administration and supported it loyally and effectively.

One thing that stands out in my memory of the days when I was a county relief administrator is the quality of the persons, mostly women, in the front line trenches—the case workers and investigators—and their superability to "take it." Much was demanded of them, in character, education, personality and capacity for hard work, and all at a remuneration comparable to that of a second rate stenographer in a reputable private business. We, meaning the people of the United States, got away with it as an emergency, but if we are to have a sound, competent and responsible administration of our new public welfare program we need to do some drastic revision of salary schedules. That, and to fight the politician in the open, are some of the things that I learned during the three years I was a county relief administrator.

The Community Fund V. P. Blaine
Pittsburgh

Prison vs. Parole

To the Editor: A recent judicial decision, *United States vs. Greenhaus* (Second Circuit, U. S. Circuit Court of Appeals), effective November 1, is of major importance to probation workers in federal courts.

Hereafter these courts, in sentencing a convicted offender, must choose between suspending his sentence entirely and placing him on probation, or sending him to prison. They can no longer use mixed sentences; that is, impose a term in prison on one or more counts of the indictment and at the same time order that when released the offender shall be under probation. Mixed sentences have been used in about 40 percent of the cases where probation has been granted in the Southern District of New York, and have been used to a lesser extent throughout the country. Their theory is that certain offenders benefit by a taste of prison followed by probation, with the court continuing jurisdiction for a long period of time.

The circuit court based its decision on the well-known case of the *United States vs. Murray* (275 U.S. 347) in which the Supreme Court held that the trial court could not suspend sentence and place on probation after an offender had begun to serve his prison sentence. The circuit court interpreted this decision to mean also that a man cannot be placed on probation on condition that he serve a prior prison sentence.

As one who helped draft the original federal probation law I can state definitely that its framers did not anticipate the use of mixed sentences. We felt that probation and prison terms do not mix, and that the question of release and supervision after a prison term should be determined by the board of parole, not by the sentencing court.

The court in the Greenhaus case seems to base its opinion not so much on legal technicalities as on practical common sense. The court objects to the mixed sentence on the ground that probation is intended chiefly for first offenders, in order to give them a chance to mend their ways without being subjected to the contaminating influence of prison associations, and points out the obvious fact that mixed sentences conflict with the parole law, which puts in the hands of the parole board and not in the hands of the sentencing judge, the determination of the time of release and the subsequent supervision of the offender.

This decision does not necessarily mean that the U. S. courts will use probation any less nor that prison terms will be any longer. Both matters are in the discretion of the sentencing judge. However, a serious question is raised as to what will happen to the men who have had mixed sentences in the past and who are now on probation or who are still in prison anticipating probation. It is hoped that each one of these cases will be taken up by the board of parole and, unless good reason is found for lengthening the original sentence of imprisonment, that each of them may be paroled at the end of his sentence or as soon as possible thereafter. Charles L. Chute
National Probation Association

Boards in Transition

To the Editor: The leading article in *The Survey* for September, Tomorrow's Social Work Training by Robert W. Kelso, throws out a challenge to agency boards and memberships. Board members in a good many sections of the country, particularly in the South and Southwest, are more than a little vague as to the objectives and gnals of the agency with which they are identified. This is a period of transition from the era of passive board membership, when little was known of the agency's work and that not too well understood, into a period when the agency is demanding of its board members something more than permission to use their names on a letter-head. In their new participation they are constantly groping for better defined concepts, not only of the work of the particular agency but of social work in general. It is becoming increasingly necessary to acquaint them with the changes, the struggles, the shifts of emphasis which we have undergone and are still undergoing in the process of growth.

Such an article as Mr. Kelso's is especially helpful in this task of explaining ourselves, which more and more is a part of our everyday job.

United Charities Henry Manton
Dallas, Tex.

Book Reviews

"This Business of Relief"

SPENDING TO SAVE—The Complete Story of Relief, by Harry L. Hopkins. Norton. 197 pp. Price $1.50 postpaid of *The Survey*.

A KIND of bewildered admiration for Harry Hopkins is apt to be one's first sensation on reading this book. Though carrying colossal administrative burdens, and carrying them with undeniable distinction, he can yet find time to turn out a report as soundly organized (for its purpose), as fluently written, and marked by as cool a temper as though he had been a professional writer all his life. Julius Caesar at the head of his legions in tripartite Gaul, dictating seven letters at once and at the same time writing his memoirs, would suffer by comparison.

And in thus rendering his account Mr. Hopkins is both stirring and persuasive. The first half of the book deals with Mr. Hoover's administration. The remorseless increase in the number of unemployed; the human misery that resulted; the fantastic proposals put forward not only by the lunatic fringe but by otherwise substantial citizens; the grotesque misgauging at Washington of the size and duration of the problem; the stubborn resistance of Mr. Hoover and of business leaders to direct federal expenditures for relief; all this Mr. Hopkins describes with skill and on the whole with restraint. He leaves it to be inferred that during this period there was general agreement outside of the Republican Party on the principles of relief promptly sponsored by Mr. Roosevelt; but that form of dialectic can be discounted in the fall of 1936.

Good as this part of the book is, much more significant are the chapters that deal with federal policy after May 12, 1933. On that date President Roosevelt signed the Federal Emergency Relief Act. In swift and searching summaries Mr. Hopkins throws into perspective the successive stages of his program. First came emergency measures. Eighteen million people looked to his organization for their very existence. Heartbreaking decisions had to be made. Should rent be paid? Hospital bills? Should persons be placed in institutions who obviously belonged there? What about light, gas, fuel and water? What about clothing? What about workers on strike? There were few precedents to go by. Mr. Hopkins and his associates did what they had to do and what they could. They were as humane as possible, hard where necessary, opportunistic, farsighted. They used state-controlled commissaries. They issued grocery orders. They extended every penny of relief they could in cash. They coerced recalcitrant states by withholding federal funds. They pried into people's private affairs. Working under furious pressure they whipped into shape an organization which for devotion, for ability, for single-minded concentration on its job, would be hard to match. It was magnificent, the finest kind of war.

After detailing this emergency action Mr. Hopkins leads us through the mysteries—I had almost said the miseries—of CWA; through the controversial intricacies of relief to transients; through the paradox of the farmer on relief; through the less familiar program of the Federal Surplus Corporation; and finally brings us out, as he quite sincerely believes, into the relative sunlight of WPA. The evolution was more reasonable than a scrappy abbreviation may imply. Mr. Hopkins and his aides, as well as people in need and the general public, required schooling by experience. He is particularly impressive in his defense of WPA—which includes a noble justification of boondoggling, obviously written *con amore*. As he prefers cash relief to commodity relief, so he prefers cash for work to cash for idleness. His overmastering concern is to preserve the morale and the employability of those in need. This, he submits, can most nearly be done by a work program broad if not deep, flexible, geared to the skills of those it serves, and paying out a high percentage of its total cost in wages. On the devising of a comprehensive program of this sort, and on the integrity and efficiency of its administration, Mr. Hopkins is willing to challenge his critics.

It is conceivable that herein lies America's distinctive contribution to the theory and practice of large scale relief. If so, for his gallant leadership generations of hapless victims of the business cycle may well call Harry Hopkins blessed.

But rare is the ointment wholly free from flies. To read this book rapidly for its own sake is to have a pleasant, almost an exhilarating, experience. To endeavor to read it critically, for the sake of the grave issues involved, is to find oneself somewhat too frequently depressed. Mr. Hopkins is not without the arts of the special pleader. He can, for instance, neatly beg the question: if he is called inconsistent, he replies that "It would be worse to be bound by a hard and fast course suitable for a given situation at a given time, than not to be able to make even difficult shifts when the changed conditions demand them." But the true question has been whether changed conditions did in fact demand some of his shifts. He can ignore uncomfortable issues: in a footnote on page 13 he buries the damning comment that "there are no official government estimates of unemployment." Nowhere does he face the embarrassing question, "After three years of federal relief administration, *why not?*" He can oversimplify problems: witness his handling of the thorny question of the transients and the decision to turn relief of unemployables (itself a question-begging term) back to the states. But this sort of thing, one may plausibly contend, is unavoidable in a scant 200 pages on so widely ramifying a subject as relief. Precisely; and that raises the most serious question which Mr. Hopkins' book suggests.

For Mr. Hopkins has chosen to characterize this book in a subtitle as The Complete Story of Relief. These words can hardly fail to make his readers ask why the complete story of relief is in fact almost completely unknown. Mr. Hopkins cannot possibly know it. If he knew it he could not tell it—not in the early fall of 1936. A method of trying seriously to bring the complete story to light has repeatedly been suggested—by Charles A. Beard, by the American Association of Social Workers, by the Scripps-Howard newspapers. Their proposal calls for appointment by the President, or by Congress, or by both, of a nonpartisan federal commission to conduct a thorough-going study of the whole problem of unemployment and relief. This suggestion has been negatived consistently in Washington. While standing firmly against such a proposal, Mr. Hopkins can hardly expect a slender volume of his own to be accepted as "the complete story of relief." Frequently moving in its sincerity, more often convincing than not, beautifully timed, but with masterly omissions, Spending to Save is an admirable statement of Mr. Hopkins' views on the issues he elects to treat. It is a thousand miles—at the very least a thousand pages—from complete.

Robert P. Lane

Executive Director
Welfare Council of New York City

Scientific Sleuthing

SCIENCE VERSUS CRIME, by Henry Morton Robinson. Bobbs-Merrill. 303 pp. Price $2.50 postpaid of *The Survey*.

INTENDED primarily for the layman, this well written book covers in thorough, concise fashion the use of science in modern crime detection. Interest is maintained by citing facts and

personalities of actual criminal cases; examples turn what would otherwise be a dry and somewhat technical discussion into a living drama. The explanations of the application of science to the various problems confronted in the cases cited are so clear that a layman with no previous knowledge of the subject is able to understand the principles involved, for example, in the science of fingerprinting and the identification of firearms, wood and suspect documents. Blood tests, identification by tool marks, deception tests, the use of moulage, the operations of the criminal and the effort of science to circumvent his activities are all presented in a clear, non-technical and interesting manner.

Interwoven in the story of the various branches of this new science is an account of those persons whose vision, imagination and untiring efforts made its miracles possible. Vollmer, Keeler, Goddard, Sellars, Osborn, and May are a few of those mentioned.

The last chapter steers away from the subject of the volume and undertakes to offer a solution of the cause of crime. Nothing is added to the sum of human knowledge, although the discussion may cause the reader to give some thought to this perplexing problem.

While this was not intended as a scientific handbook, its surprisingly few inaccuracies and its lucid presentation recommend it not only to the general public, but to the student interested in learning quickly and easily the applications of science to the criminal field. It affords the police officer a splendid opportunity to learn how the expert may help him in the solution of a crime —what he may expect from the expert and something less of what the expert should expect from him.

Wichita, Kans. O. W. WILSON

Cash vs. Kind

CASH RELIEF, by Joanna C. Colcord. Russell Sage Foundation. 263 pp. Price $1.50 postpaid of *The Survey*.

TO anyone who has lived through the vicissitudes of public relief policies during the past five years, Miss Colcord's timely and compact little volume of facts will furnish invaluable support for the claim that cash relief is a more constructive and probably no more expensive method of public assistance than relief in kind—a conclusion long since reached by private agencies and recognized by European countries. Public administrators who wish to know the experience of other communities will find the book a useful reference, and all social workers will welcome it as an aid in interpreting modern methods of public assistance, especially to citizen committees.

The book is divided into four parts. Part One summarizes methods of administering "emergency" relief since 1930, from breadlines, commissaries, dealer agreements and disbursing orders to the gradual spread of cash relief. Part Two presents the detailed experience of nine large cities—Baltimore, Cleveland, Denver, Detroit, Los Angeles, New York, Philadelphia, Pittsburgh, San Francisco—which have adopted cash relief. In only one city, where politics and too hasty a change were factors, was the success of the policy questioned. Part Three brings together for summary the experience of these cities. It is worth noting that most of the problems anticipated did not materialize, that clients as well as workers favored the change, and that favorable results bore a direct relationship to the amount of preparation that was made for the shift.

Costs of relief in cash and in kind are compared in Part Four. With admirable frankness, the author states that so many are the variable factors and so few have been the reliable studies, that the economy of cash relief cannot be established in monetary values; adding, however, that in any estimate other values are equally important. In addition to original sources quoted in the

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body of the book, appendices give source materials from Cook County, Ill., from Baltimore and from Philadelphia.

ARLIEN JOHNSON

Graduate School of Social Work
University of Washington, Seattle

An Amazing Crusade

AN ARMY OF THE AGED, by Richard L. Neuberger and Kelley Lee, with an introduction by Bruce Bliven. Caxton Printers, Ltd. 329 pp. Price $2 postpaid of *The Survey*.

THIS readable volume is a valuable addition to the growing mass of literature on the amazing Townsend scheme. Here the Townsend plan is described and the history of the movement is recorded, in terms of politics and personalities rather than economics and statistics. Presented in these terms, its political power, the idealism of its leaders and unquestioning faith of its adherents are easy to understand. The book also makes clear why learned treatises by statisticians and economists, however convincing to those already convinced that the scheme is pure fantasy, can have no effect on the faith of the true believers. In the first place these heresies are forbidden to the faithful. If they were read, they would not be understood; and if they were understood, they would not be believed. For the Townsend crusade is in essence a religious movement, rooted in the soil of emotion, and watered by faith. To the Lord all things are possible. If He can set aside the laws of nature how much simpler for Him to rescind the laws of economics.

The authors view the movement sympathetically. They recognize that "Dr. Townsend and his millions of hysterical adherents are a result and not a cause. They are the result of the insecurity confronting the average aged citizen in the United States. . . . Whatever may be said against the economics and promotional methods of the Townsend plan, there is no doubt that the doctor voices a justified demand for social security." They regard Dr. Townsend himself as "merely a gullible and gentle old man" with Clements as the real brains of the movement whose "organizational genius and iron rule built the Townsend organization into one of America's most remarkable political phenomena."

As for the future, the authors believe that the movement has spent its force. Although it will be "a factor in the 1936 elections" its political power will diminish rapidly thereafter. "Ultimately it will vanish, leaving only broken dreams and shattered hopes for thousands of old people." One can hope, however, that the cruel disillusionment of this vast army of the aged will not have been entirely in vain and that the movement will leave some residue in the form of more adequate old age pensions.

J. FREDERIC DEWHURST

Director, Committee on Social Security
Social Science Research Council
Washington, D. C.

Reason's Cold Light

CREATE THE WEALTH, by William Beard. W. W. Norton. 314 pp. Price $3 postpaid of *The Survey*.

WHY "make work"? Why not make wealth—tangible goods and services that will build up the standard of living of the nation, even if it means taking over unused factories and farms and divorcing the poorer stratum of the country from our profit system that still looks after its own?

Such is the point of Mr. Beard's admirably detached essay. It further popularizes the leading idea of our age: that men and machines can produce a civilization of comfort if technology is allowed to follow its natural progress, from perfecting a single machine to molding society as a whole. The author lucidly traces that progress and argues that since the profit system must somehow look after its "unneeded" lower income groups, it will be more advisable, and cheaper, for it to release them to a government plan of production for use only. We have gone far along that road already, and the process seems irreversible. We had better recognize that it also is reasonable.

But one reader suspects that much of the public merit of this book will lie not so much in the author's final suggestions—valid as they may turn out to be—as in the climate of opinion it generates. Like his father, the historian, Mr. Beard possesses the art of being rational and clear. He has written a

shrewd book, choosing quotations from the National Manufacturers Association and from other ultra-respectables to buttress his arguments. Much care has gone into making it easy to follow. The introduction is a series of contrasting photographs with linked captions to illustrate their point. The contents page is almost a syllogism to the same end.

More emotional books on technology have permitted excited or irrelevant dismissal. As Thomas Paine once noted, "When the tongue or pen is let loose in a frenzy of passion, it is the man and not the subject that becomes exhausted." Not so, this volume.

New York SAMUEL MIDDLEBROOK

Problems of Mankind

HUMAN GENETICS AND ITS SOCIAL IMPORT, by S. J. Holmes. McGraw-Hill. 414 pp. Price $3.50 postpaid of *The Survey*.

IN this valuable and much needed book Professor Holmes gives a clear account of the foundation facts of genetics, or heredity and variation, and of the special facts of human genetics. In the light of these facts, he offers serious and well-considered discussions of the major social problems of mankind: mental defect and disease, crime and delinquency, choice in mating, birthrates and deathrates and their selective action; the biological effects of war, migration, population growth, and proposed measures for race betterment. The material is not dressed up for entertainment, but is clearly and accurately presented. Serious readers will find it of great interest. It deserves the attention of all who are interested in the major problems of mankind.

H. S. JENNINGS

Johns Hopkins University

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NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Confernce will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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Many Means to One End

PREVENTING CRIME: A SYMPOSIUM, edited by Sheldon and Eleanor Glueck. McGraw-Hill. 509 pp. Price $4 postpaid of *The Survey*.

DESCRIPTIONS of outstanding though widely divergent programs aimed primarily at the prevention of delinquency and crime are brought together for the first time in this volume. Excellent editing by the Gluecks has eliminated not a few of the pitfalls and inadequacies which so often beset a symposium. The introduction by the editors includes a discussion of the philosophy and principles of crime prevention which is at once interpretive and clarifying. The contributions, for the most part by well known figures in social work and education, are organized into six divisions: coordinating community programs, school programs, police programs, intra and extra-mural guidance programs and boys' club and recreation programs.

The book raises many pertinent questions relative to the various programs described, but it is enough for this reviewer to say that he looks forward to the time when we will have realized a sufficient security in our work to be more critical of it. Social work, it appears, has not as yet achieved "objective interpretation," the golden mean between "ballyhoo" on the one hand and cold scientific facts on the other.

The crime prevention programs suggest to this reader a number of basic principles:

The necessity for seeing the community in terms of both people and forces; and for community organization, as a method for preventing every known form of social pathology, including delinquency.

Recognition that crime prevention has two facets: the work of each individual agency and social institution, and their coordination with lay groups in relation to neighborhood and community needs.

The necessity for study to determine the role each agency and social institution should play in this joint enterprise.

Intensive effort on the part of each agency and social institution to improve its primary function before becoming "branchy" and expansive in community organization. For example, a school often goes in for "community coordination" while its faculty, teaching methods and barren curriculum remain unimproved.

The necessity in larger cities for neighborhood organization, under professional leadership, and in cooperation with a central council of social agencies.

The "community coordination" programs described in the symposium are apparently of the type which Bradley Buell of Community Chests and Councils, Inc. has appropriately called the project type. That is, the banding to-

gether of professional and lay groups in an effort to accomplish something immediate and tangible. While this is a useful function, often resulting in worthwhile community gains, it is not to be confused with the fundamental community organization which includes analyses and correlation of the intake policies, treatment functions and discharge policies of social agencies, based on thorough and competent study of the composition of a community and its problems.

This book does a great deal to make intangible aspects of crime prevention more tangible. It is heartily recommended to practitioners and students who are interested in a practical study of present methods and philosophies relative to the curtailment and control of delinquency and crime.

LEONARD W. MAYO

Welfare Council of New York

No Answer

STERILE SUN, by Caroline Slade. Vanguard. 156 pp. Price $2.75 postpaid of *The Survey*.

THIS is the story of Sue who begins sex experience at the age of eleven and dies at fourteen in a house of ill fame. Her death is graphically described by two other inmates who, in the telling, give their own life histories.

As the well-written story hastens to its fated conclusion, with the inevitability of a Greek tragedy, its characters stand out with startling clarity. The innocent Sue, who loves pretty things, takes the only way she knows to get them. Winnie, sent to an orphan asylum at ten, is separated from her brother at fifteen. "That started killing something in me then." Allie—the child of an unmarried mother—longs to get out, "join a church, marry and have a kid," and thus achieve a respectability she has never known. The other characters, tragic in their inability to be anything but what they are, move swiftly across the pages: ignorant mothers, inadequate fathers, sex degenerates, senile old and beastly young men, good women with no charity or understanding. "What do they know about it? They got to live it to know."

As a foreword to her book, Mrs. Slade quotes from Swinburne:

Why hath He made us?
What had all we done
That we should live and loath the sterile sun?

The book gives no hint of an answer to the question. Perhaps there is none. Dorothy Thompson, in a criticism of The Trouble I've Seen says, "The will to social action is inflamed by faith." Mrs. Slade would have helped her readers more if, somehow, out of the bitterness of her hatred for a society that permits such things to be, she could have lifted a banner of faith that would lead on to social action.

Plattsburg, N. Y. LUELLA R. NORTH

Two Way Challenge

CHRISTIANITY AND THE SOCIAL REVOLUTION. A SYMPOSIUM, edited by John Lewis, Karl Polanyi and Donald K. Kitchin. Scribner. 526 pp. Price $3 postpaid of *The Survey*.

FIFTEEN able young English, Continental and American philosophers here present an exceptionally keen analysis of the relation of communism to Christianity and challenge the traditional attitude of Christianity to radical social change. Some of them with equal vigor challenge the attitude of orthodox communism to religion. Part One discusses communism in Christianity; while in Part Two a number of Marxians express in no uncertain terms their antagonisms to all religion and give their reasons. In the final section of the book, the authors look to the future and view the relation of Christianity to the emergent society of tomorrow, though they do not agree as to what this relation should be. Their opinions range from a complete rejection of Christianity to a synthesis of Christianity with communism. This very divergence lifts the book above the realm of propaganda. Their clarity of expression and their boldness combine to make the work extremely stimulating. Students of communism and of Christianity—and that takes in about everyone who does any thinking at all about our changing culture—have here an incomparable treat. Incidentally it is the sixth recent book from this publishing house dealing with spiritual aspects of the social revolution.

Chicago University FRED EASTMAN

American Peace-making

PEACE OR WAR, THE AMERICAN STRUGGLE 1636-1936, by Merle Curti. Norton. 374 pp. Price $3 postpaid of *The Survey*.

THE question of peace or war looms large before humanity today. In America the problems of neutrality are widely discussed. Thus this book comes at a most appropriate moment. In it Professor Curti, one of the leading younger American historians, surveying for the first time the history of the American peace movement from its beginning, has presented a well integrated and well documented narrative within a comprehensive frame of American intellectual and economic history. He has linked up the history of the peace movement with the social and moral forces which moulded American history during the last one hundred years, and thereby has helped us to gain a deeper understanding of the problems faced by the pacifists. The well written pages unfold a moving and dramatic picture of human hopes, struggles, aspirations and failures.

The real and decisive problems of American pacifism came up before there was an organized peace movement in this country. They were the problems connected with the ruthless extermination of the Indians and the faithless betrayal of their treaty rights, with the conquest of Mexican territory and the lawlessness and brutality of frontier life. The Quakers were almost alone at that time in shouldering the burden of pacifism.

Since then the peace movement in America has broadened immensely. There is probably no country in the world with as many, as devoted and as active pacifist organizations as America. In a way, their task today is easier than that of pacifists in other countries: America has a vast territory; no threatened frontiers; no memories of wrongs inflicted in history; no conflicts imaginable, at present at least, in which vital American interests would be involved. These fortunate circumstances allow the American peace movement to devote itself to two fundamental tasks: helping to promote peace in the world and creating that feeling of security which the American nation, thanks to its geographical position and natural resources, enjoys; and concentrating, as Professor Curti suggests, upon the modification of the present economic and social order in the spirit of true democracy and fraternal cooperation. Democracy within a nation for all races and classes—a real equality for Indians, Mexicans and Negroes—seems the only secure basis for a democracy between nations and for a peaceful cooperation of all races and nations, strong and weak, mighty and backward, on the way to a more equalitarian, more human and more rational order.

Smith College HANS KOHN

Run of the Shelves

COUNTRY LIFE PROGRAMS. PROCEEDINGS OF THE EIGHTEENTH AMERICAN COUNTRY LIFE CONFERENCE. University of Chicago Press. 131 pp. Price $1.50 postpaid of *The Survey*.

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SENSE AND SAFETY ON THE ROAD, by Robbins Stoeckel, Mark May and Richard Kirby. Appleton-Century. 293 pp. Price $1.50 postpaid of *The Survey*.

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So They Say

• Public enemy Number One is the lynching mob.—OSWALD GARRISON VILLARD *in The Crisis.*

• We Americans part with our illusions reluctantly. The hardest thing for us to realize is that what is, is.—ANNE O'HARE MCCORMICK, *New York Times.*

• How the world is managed and why it was created I cannot tell; but it is no feather bed for the repose of sluggards.—*The late* A. E. HOUSMAN, *English poet.*

• Democracy desperately needs advisers. Everyone speaking to us represents either a government policy, or an opposition policy, or a vested interest.—DOROTHY THOMPSON, *news commentator.*

• The future of mankind does not depend upon political or economic theory, nor yet upon measures of social amelioration, but upon the production of better minds in sounder bodies.—PROF. EARNEST A. HOOTEN *at Harvard Tercentenary.*

• With the growing complexity of life and the rise of such sciences as psychology and its daughter, propaganda, we are increasingly aware that literacy does not guarantee wisdom, nor individual character insure social direction.—*Antioch Notes.*

• Eventually doctors in obstetrical clinics will wring pledges of loyalty from new born babes.—RABBI STEPHEN S. WISE, *New York.*

• We must remember that everyone is getting older and that few are staying young.—JOHN PALMER GAVIT *at Survey staff meeting.*

• I do not wish to engage in any idle fancies or any grandiose dreams, but poverty in America is absurd.—EDWARD A. FILENE, *Boston.*

• The theory that a liberal education will automatically make a citizen responsible is attractive but untrue.—WILLIAM ALFRED EDDY, *president, Hobart College, New York.*

MISS BAILEY SAYS . . .

"I think I shall like my new job. It will get me away from my desk and out where this social security business is really going on, where benefit and beneficiary actually meet."

A new series of the articles, Miss Bailey Says. . . . by Gertrude Springer will begin in the next *Mid-Monthly.*

• Education is what adults tell, reveal or betray to the next generation.—H. G. WELLS *in The Anatomy of Frustration.*

• Thinking is the most dangerous hobby I know for anybody. Thinking, you're liable to get fed up.—SERGEANT ALAN NICHOLS, *blind British veteran.*

• I am incurably convinced that the object of opening the mind, as of opening the mouth, is to shut it again on something solid.—*The late* G. K. CHESTERTON.

• The WPA recently published an impressive list of projects in New York. To everybody's amazement, the boons far outnumbered the doggles.—HOWARD BRUBAKER *in The New Yorker.*

• Under the full flood of liberalism conviction washes out in a universal suds of hospitality. It is the nemesis of open mindedness that the mind becomes a sieve, and not a vessel.—PROF. WILLIAM E. HOCKING, *Harvard University.*

• Subsidized housing is not a noble charity. We ask the poor to be kind enough to move into better quarters so that they will not so often get into sickness and other troubles that cost us money.—R. R. SPENCER *in The Health Officer, U. S. Public Health Service.*

BOONDOLLIES

Enrollment and rehabilitation by Topeka firemen. Restoration of morale (face lifting and clothing) by white collar project workers. Distribution by the Santa Claus Branch of the Shawnee County Kansas Emergency Relief Administration. Merry Christmas!

THE SURVEY

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OFF AGAIN — Relief — ON AGAIN

The Turnover that Keeps the Totals Up

By GERTRUDE SPRINGER

THEY call it turnover—that constant weaving of cases back and forth, on and off relief, which if it had any statistical logic would mean a complete change in the relief population every few months. But this is not a movement of figures. It is a movement of people, blown in and out of dependency, not by economic cyclones but by trade winds and sometimes by the merest gusts. Their coming and going on the relief rolls, a few weeks on, a few weeks off, on again, off again, constitutes a major problem of relief, portentous because of the numbers and the variable and unpredictable factors involved.

The public relief organizations are aware of what is going on. The figures, though scattered and incomparable by strict statistical measure, stand out on the records like so many sore thumbs. But few responsible officials know very much about the people behind the figures and fewer still will venture interpretation of this constant mobility within the relief rolls while the size of the relief load remains relatively unchanged.

Piecing together such figures as there are and weighing their significance by on and off the record observations made by relief officials, the conclusion is unescapable that what we have come to now, especially in urban centers, is not an unemployment relief operation but a combination of at least three things. There is the equivalent of short term unemployment insurance. There is catch-as-catch-can supplementation of sub-subsistence wages, public as well as private; and there is public assistance extended to a comparatively small number of families with no single employable member. In short what we are operating, to a very large extent, is not relief for the unemployed but relief for the underemployed.

In considering examples that support this conclusion it must not be forgotten that in every community, large or small, are many variables which cannot be enumerated here but which undoubtedly influence situations. Only major influences can be cited, these in a period of time after WPA had become fairly stable.

Nassau County, Long Island, N. Y.— There are no large industries here and seasonal employment has always been high—truck farming, building, summer jobs at beach resorts and on large estates. The relief load appears to have stabilized at about 4000 cases with a turnover which for a period of several months has averaged about one out of four. Of the total number of applications accepted during the past year, only some 20 percent were new cases not hitherto known to relief. The remaining 80 percent were reopened cases which might have been closed and reopened half a dozen times during the twelve months, according to the way job opportunities happened to open and close. The spring clean-up at resorts and summer estates took numbers off the rolls for a brief period; spring and summer building operations took many for a varying length of time; the potato harvest took many for a few weeks. As each activity opened up the relief curve dropped; as it slackened the curve rose. Relief was the stop-

FOUR EXAMPLES

NASSAU COUNTY, N. Y.: April 1-June 30
Cases opened, 1607; Closed 4074
Case load April 1, 5452; June 30, 4156

MICHIGAN: June 1-July 31
Cases opened 16,190; Closed 27,617
Case load June 1, 61,176; July 31, 58,638

PENNSYLVANIA: August 1-October 3
Cases opened 52,649; Closed 74,957
Case load August 1, 167,933; October 3, 143,561

NEW YORK CITY: June 1-August 31
Cases opened, 34,940; Closed 42,403
Case load June 1, 193,915; August 31, 185,378

gap between occasional short time jobs, earnings from any one of which were insufficient to carry a family over to the next one.

In the Nassau County relief load are some 500 cases where relief is supplementing private employment which is fairly steady but so inadequate as to wages as to be below family subsistence level. An additional 300 WPA cases are being supplemented for the same reason. Upwards of 500 cases will be transferred to old age allowances by January 1 due to the recent drop from seventy to sixty-five years in age eligibility. Many of these are "old poor," supported before the depression by the town, by relatives or by small church or benevolent societies. Here as elsewhere relatives and small societies have practically dried up as a resource for "the poor," whether old or new.

Speaking informally Ray Houston, executive director of the county ERB, expressed belief that if the relief load could be "shaken down," relieved of all those who are capable of earning a living wage if they could get it, there would remain to be cared for by public assistance about 1500 of the present 4000 cases. But he was loath to categorize the whole 1500 as wholly unemployable:

> Among them are many persons who could and should work, but who since the beginning of the depression have had nothing but relief work, none too regular, whose skills and morale have deteriorated until their eligibility is low, and who if they are to work again, will require retraining or some kind of employment sheltered from the competition of the open labor market. Among them also are families with no wage earner at the present time but which, as the children reach the age of employability, will presumably get back to self-support.

Michigan—The direct relief load here has "shaken down" to about 58,000 cases, a figure which has remained relatively constant for several months during which there has been a large increase in industrial and agricultural activity. The industrial pick-up has not reduced the relief load materially, it has only turned it over faster. To the turnover due to short seasonal spurts in private enterprise must be added the turnover due to gaps in WPA and PWA employment. Combine these two factors, says William Haber, state relief administrator, and "practically every case except the completely unemployable turns over several times in the course of a year." To this he adds:

> When recovery begins to affect the relief rolls somewhat more than it has thus far we shall be likely to have more rather than less turnover. Industry will take on for short periods many of those whom under present conditions we call unemployable, and will drop them at the first slackening. Their pay will be low and as the job ends they will be back on relief to be off again and on again with pendulum-like regularity.
>
> Meanwhile, the whole question of employability is becoming increasingly serious. For example an automobile manufacturer in a community with 1100 people on direct relief and 3000 on WPA required 400 persons for steady work. His personnel manager went over both the relief and the WPA lists. On the former he could find only 100 who fitted his needs, on the latter, 125. Out of a total of 4000 unemployed people, only 225 were acceptable to the chief industry of the community. That does not mean that the remainder were unemployable in other industries or occupations but it raises some serious questions for that community and for its unemployed.
>
> Without any breakdown of figures to prove it, it seems to us that the supplementary aspects of the relief load are bound to increase largely from semi-employable persons in the older age brackets. Such jobs as they get will be short time and low pay, with relief filling the gaps until they become eligible for old age assistance.
>
> It seems to us too that relief is looked to increasingly as a resource rather than a last ditch. A recent study in Detroit showed that a third of the new applicants there in specific months had been unemployed less than ten weeks. Underemployment—not enough work or not enough pay, either or both—is of course a large factor in our relief situation. The present industrial upturn is correcting this condition somewhat, but for new and young workers, not for the "unemployed" on relief. They are still where they were, turning over and over with longer gaps between smaller jobs.

Pennsylvania—The case load has declined steadily week by week throughout the autumn, in numbers ranging from 1200 to 2200 per week. The net result in the total case load over a ten-week period was a drop of 24,432 cases. The relief load that is left has a high proportion of employables largely because the SERA in most of the counties rigorously turned back to the local poor boards a good share of the "category cases"—mothers' aid, old age and the like—as well as the obviously unemployable "old poor." The Pennsylvania SERB, more than many of the surviving state "emergency" agencies, has made a strong effort to confine its function to unemployment relief. Turnover on the Pennsylvania relief rolls, as elsewhere is due as much to the uncertainties of WPA employment as to private employment. Says Karl de Schweinitz, relief administrator:

> Men go off relief to WPA, leave WPA for private jobs and are replaced by assignments from direct relief rolls. As WPA projects are completed men who are unable to find private jobs return to relief along with those who after leaving WPA have failed to hold private jobs for any length of time. Thus we have cases going off and on relief on account of short time private employment, short time WPA employment and a combination of the two. In areas of irregular employment, particularly the coal districts, we find people going on and off relief with every fluctuation of their working time and earnings. The cases not involved in this constant turnover are those which are definitely unemployable, those who are unemployable only because they are past forty-five and industry prefers younger workers, and a much smaller and relatively unimportant number who probably would be able to find jobs if they looked hard enough.

In a week in early October the Pennsylvania SERB closed 2009 cases because of new private employment and 468 cases where private earnings had increased sufficiently to make supplementation unnecessary. It closed 2792 cases because of WPA employment. During the same week it opened 1597 cases because of loss of WPA employment and 2552 because of loss of private employment. Of these latter 1896 had been unemployed less and 325 longer than three months. Decreased earnings were responsible for 351 cases opened for supplementary assistance. Available records do not indicate how many of the 4149 cases opened because of loss of employment were reopened cases—that is, turnover—and how many were entirely new to the relief rolls.

New York City—The relief organization here is so vast and of necessity so complicated that it is next to im-

possible for anyone short of a congenital statistician to get behind the figures and see the people. Charlotte E. Carr, director of the ERB, calls the turnover "tremendous." In the three months ending August 31, 32,403 direct relief cases were closed. Of these 16,320 found private jobs, 9352 were assigned to WPA and 16,731 were closed for such reasons as insurance payments, relatives or private agencies assuming care and, somewhat cryptically, "need ended." Available material does not indicate specific reason for opening the 34,940 cases that were added to the relief rolls during the same period or how many of them were reopenings of former cases, nor does it indicate exactly how many on the relief rolls are there because of insufficient earnings either on part time or full time work. The number is known to be large and the situation so complicated and difficult that only the specialized study, now under way, can reveal its ramifications. [See Relief—The Price of Low Wages by Charlotte E. Carr, *The Survey,* November 1936, page 323.]

Numbers run high in any aspect of relief in New York and any legislation touching that area is promptly reflected on the relief rolls. For example, since the law lowering eligibility for old age assistance from seventy to sixty-five years became effective on October 1, some 4000 cases have been automatically removed from home relief into the "security" category. Miss Carr says: "The New York relief load consists at any one time of so many employables who are being tided over periods of seasonal slack that the operations of the New York state unemployment insurance system [effective January 1, 1938] should reduce the case load about 35 percent." It seems, therefore, that, as things stand now, relief and not unemployment insurance is the resource between jobs.

When it comes to estimating the employability of New York's "reliefers"—a population the size of the city of Buffalo or of Milwaukee—there are so many variables that it becomes almost anybody's guess. By the yardstick that one employable person in a family unit makes that family employable, best-guessers say that only 15 to 20 percent of the relief load is "unemployable." But realists point to the unreality of such an estimate which takes no account of the human factor. What about the family of six, they ask, whose only employable member is a young girl five-and-ten clerk whose best expectation in full time earnings is $10 a week; or the family whose employability is vested in a middle-aged scrubwoman whose $8 a week job has survived so far against the inroads of rheumatism? Employability, they say, is not a matter of wishful thinking but of hard actuality.

The ERB hopes to remove some of the wishful thinking from the matter of employability by means of a reexamination of the registration of relief clients with the federal-state employment service. The first result of that reexamination was a rude awakening. It had to do with a block of 5000 unattached women who, because they had expressed a willingness to "do housework," were registered as domestics. After reinterviewing these women and appraising their qualifications the employment office cancelled off 4500 of them as unemployable in domestic service by any possible measure established by demand.

A morning spent in one of New York's forty-four district relief offices is a revealing experience for anyone who wants to see the people behind the relief statistics. It is apparent at once that relief is much more respectable than it was a few years back; that it is regarded, not always but often, as a possibility to be weighed against other possibilities for such advantage as it may hold. For example there was the woman whose husband had been laid off for three years but whose own wage of $18 a week had been steady for more than ten years. She hadn't been able to save anything because, liking to live in a "nice place," she had put more than a third of her earnings into rent. Now she was going to have a baby, and though she would be working another three months or so she had decided to go on relief right away, "so as to have everything arranged and be free from worry."

Against this was the harassed young garage worker with his wife and two-year old baby. For six years they had gotten along "just fine" on his $16 a week wage on the night shift. Then his health went bad and on the doctor's advice he asked to be transferred to a day job. He wasn't transferred; he was laid off, with no assurance of a job when his health was restored. The little family had no debts but their savings were limited to an insurance policy which was eaten up in three months. Relief to this man was literally the last ditch. "I've got to take it. There isn't anything else. But if I can just get well—if I can just get well!"

Then too in Philadelphia there was the man who came into the relief office, head high, flag flying, to report that he had a job and was all through with relief, thank God. To the worker the job did not sound any too stable and automatically she filled out the slip that would insure prompt reinstatement to relief in case the job folded up. He looked at it, tore it across and said angrily, "What are you trying to do to me? I'm not thinking about losing this job. I'm thinking about keeping it. Don't you understand? Listen, *I'm off relief.*"

Milwaukee—In a direct relief load of approximately 10,800 cases, 12 percent are receiving aid supplementary to inadequate wages in private employment and 22 percent supplementary to WPA wages. Of the remainder all but 2000 cases, 20 percent of the total, have at least one employable person in the family unit who, but for quota limitations, probably would be on WPA. The Milwaukee County Department of Outdoor Relief calls these 2000 unemployable under present conditions. In numbers this group is only slightly larger than the whole relief load during the winter of 1929-30 before the depression got in its work. Says Benjamin Glassberg, superintendent of the department:

> Our impression is fairly definite that there has been little change in the make up of the group; these were the "old poor" before the depression and are likely to remain so. There is little turnover among them.
>
> Underemployment and seasonal employment are the two elements that keep the relief load turning over within itself yet relatively stable in total numbers. A check of all relief applications in the month of August showed that 50 percent of the applicants had been last employed in private industry in jobs which had lasted less than six months. Close to 70 percent of the total had been out of work less than four months when they applied for aid. Of all the applications made to the department during the first ten months of this year, only 13 percent were hitherto unknown to the relief rolls. In 1935, 28 percent of the applicants were new cases.

So far as *The Survey* is aware there has been no broad

careful study of the business of turnover in the relief load. Yet even a cursory inquiry shows that it is growing and has ramifications that cannot be ignored if relief is to be a planned and orderly operation integrated with unemployment insurance and other social security services. No one knows at present how many people have been on relief since the beginning of the "emergency" and what it has done to them in terms of employability; no one knows why some people turn over on relief with the regularity of clockwork, while others, apparently equally qualified, never turn over; no one knows the significance of the constant shuttling in and out of short time employment in relation to what is vaguely called the permanent relief load. About all anyone knows is that this thing we still call emergency relief is one part unemployment insurance, one part subsidy of underemployment and inadequate wages and one part assistance to an undefined unnumbered group called unemployable; that and the fact that the whole operation is carried on variously under the traditional practices of old line poor officers or the methods of private charitable societies. Before we go much farther in attempting to reorganize relief administration out of emergency and into recovery it would seem necessary to find out just who are now on relief and why—especially why. We might not like what we found, we might not be able to do a great deal about it, but at least we should be enabled to break down the relief problem into its major factors, and to deal with them for what they are.

Gauging the Flow of Relief

By RALPH G. HURLIN

Director, Division of Statistics, Russell Sage Foundation

EVEN before the depression, when relief expenditures were a relatively unimportant fraction of governmental costs, there was need in this country for an integrated plan for relief statistics. An adequate continuing record of the extent of public dependency in the several states, of the amounts being spent for relief of different sorts, the costs of administration, and sources of funds would have been invaluable in getting an effective program of emergency relief under way when unemployment began to be severe. But neither federal nor state bureaus during the nineteen-twenties had attempted to bring together the complete body of data.

Although the situation has been considerably improved as a result of seven years of experience with rapidly growing relief expenditures, we are entering 1937 still without an integrated plan for relief statistics. Meanwhile the need for a plan has increased in proportion to the growth of expenditures.

During 1936 the federal government spent well in excess of $2 billion for relief—more than in any previous year—and its proportion of the total relief outlay in the forty-eight states probably will be found substantially higher than in 1935. The figures to justify these statements, unfortunately, are not readily accessible. To some extent they are based on estimates. They can be found in no single governmental report or series of reports. They must be culled from several sources and when put together still leave important gaps in the record, making it impossible to answer with assurance such rational questions as: What was the total federal outlay for relief in each state and in the larger cities? What share of the total relief expense in each did the federal funds comprise? The answers to such questions are important for both national and local administration of relief.

While the figures for funds expended can be combined to give approximate total amounts for the country, corresponding total figures for states and cities are not now available. From early 1933 to late in 1935, by supplying the major portion of relief and laying down strict requirements for reports, the FERA produced a system of national and state statistics of amounts, beneficiaries and sources of funds which represented most of the relief expenditures throughout the nation. But in the present varied federal program much less is known of any of these items.

The lack of comparability among several sets of statistics of present federal relief, results from the fact that successive programs have been planned and administered as separate operations. Their statistics have been designed to serve particular administrative purposes rather than to fit together as related parts of the much needed unified record.

At present five distinct federal relief programs with independent statistical plans are in operation. They are:

The relief portion of the Works Program, administered chiefly but not wholly by the WPA, which may be described as the third of the huge federal experiments with work relief and which represents the great bulk of total federal relief outlay in 1935.

The relief provisions through the Social Security Board for the aged, the blind, and dependent children.

The FERA program, which continues because some states still have unexpended balances of federal funds granted a year ago for general relief.

Rural rehabilitation through the Resettlement Administration.

The distribution of surplus commodities by the Department of Agriculture, which in some states now appears to be the principal type of relief administered by local poor relief officials.

Given due incentive, the troublesome differences between the statistics of the several present federal programs could be removed without great difficulty. However, it seems unlikely to happen until responsibility is placed in some federal bureau for compiling complete relief statistics, just as one division of the Census Bureau is now charged with responsibility for comprehensive statistics of commerce, another division of the Census Bureau with responsibility for vital statistics, and the Bureau of Labor Statistics with the responsibility for wages, employment and so on.

Should the much discussed reorganization of government departments bring together all federal relief agencies in a department of welfare, that would become the

natural location for a bureau which might assemble the statistics needed to gauge the flow of relief and to measure tendencies in all types of relief administration. While this eventuality is uncertain, several steps have been taken during 1936 which give promise of further developments in the direction of more complete relief statistics.

The first of these came with a new administrative need for such statistics, resulting from the inauguration of the Social Security Board a year ago. Upon introduction of the assistance program, a strong division of public assistance statistics was established to plan for and compile current statistics of relief in the categories for which the board was administratively responsible. How well this task was met is shown by the promptness with which publication of the new bulletin, *Public Assistance: Monthly Statistics for the United States,* was begun and the regularity with which succeeding issues have appeared.

A second important event occurred a few weeks later, when the Children's Bureau proposed transferring to the new statistical office of the board the series of statistics in which since 1929 it has recorded monthly changes in various types of non-institutional relief in 118 urban areas. This proposal was approved by the Central Statistical Board, the statistical planning and advisory agency of the government, and was accepted by the Social Security Board which thus registered its interest in relief statistics beyond those for which it has immediate administrative need.

Although the Children's Bureau series has shown the trends of various types of relief in large urban areas (except for the outstanding omission of work relief under the early and brief CWA and also under the present Works Program) little has been known concerning the several types of relief in rural areas. To fill this gap an extensive special study was begun early this year by the Division of Social Research of the WPA covering a sample of rural and town areas which comprise some 385 counties or townships scattered over the country. This undertaking classified both relief and recipients by type of relief, for the first seven months of 1936. Its enlightening first results have already appeared and present plans call for extending this record both backward into the depression and forward by means of currently collected data.

The most recent action looking toward more adequate relief statistics is a decision on the part of WPA and the Social Security Board to join forces in collecting, from the states, general relief statistics useful to both organizations in interpreting their programs. A joint office for these statistics was established in October. Since FERA continues to require current reports from states still having balances of federal grants for general relief, it also is a party to this arrangement.

The new joint office will be responsible for compiling state and local statistics of general relief, continuing the data which have been published in the FERA monthly bulletin, *Trend of Relief in Continental United States.* To a large extent, field work will be done by the statistical representatives of the Social Security Board's regional offices, who also will maintain contact with all state departments receiving grants under the Social Security categories.

These developments are encouraging but fall considerably short of meeting the full need. At present there may be said to be two chief obstacles in the way of obtaining an adequate national record of relief. One is the fact that a third or more of the states have not retained the effective central statistical offices maintained during the period of FERA control, and now either have no central reporting of general relief data (the situation in some eight states as this is written), or are unable to assemble prompt or complete reports of general relief expenditures.

Bolstering the facilities for reporting general relief statistics in these states cannot be done at once. It will require persistent effort and the extension of technical assistance on the part of the two cooperating federal bureaus. However, the other obstacle, the lack of coordination of statistics of the federal relief programs, might in large part be removed at once.

Experiment for Youth

By W. B. McKENNA

PRESS and public have stirred themselves the past year or two into something of a frenzy over the "new" problems of young people. What is going to happen, they ask, to the generation of boys and girls now in their late 'teens and early twenties? Will they constitute a backwater in the social stream? Have they lost hope and faith and ambition as a result of the past five years? What is the matter with them anyway? Are they a Lost Generation?

It is the quiet conviction of some people that all the things that are being discovered about youth today have been true of youth for a long time and will continue to be true for years to come. The youth problem is simply the sum of the problems presented by older adolescents; the only new discovery is that these problems demand much more careful consideration than they have yet received.

The Butler Mitchell Club in Buffalo, N. Y., is a social experiment with youth, begun, it is true, in the depth of the depression, but nevertheless an experiment which seems to have revealed and in part met a real and permanent community need. That the experiment at first was guided more by intuition than anything else does not deny the reality nor the permanence of the need. The mistakes that were made offer in themselves harsh evidence of the necessity for some stern social thinking about the whole problem.

One of the tasks of the Mayor's Committee on Unemployment in Buffalo, back in 1932 and 1933, was to cooperate with existing agencies to provide recreation facilities for the unemployed. The committee gradually became aware of two things: first, that the loudest demand for such facilities came from groups of older boys, out of school and unable to find work; and, second, that these boys were not especially welcome in most existing agencies, even if they had desired to use them. Their attitude was summed

up by an eighteen-year-old who, when asked why he did not go to a certain social settlement, said, "Why should I? you never get a break—they give everything to the kids."

As one of a number of approaches to this problem, the Butler Mitchell Club was organized early in 1933. It opened in a barn on Efner Street, in a neighborhood almost solidly Italian. Its nucleus was a group of young men whom the organizers found sunning themselves in front of a pool room. Asked if he and his mates would be interested in helping establish a club, the spokesman of the gang, known as The General, was skeptical, but promised to think over the idea. The next day the Vigilantes Viginti, well bossed by The General, were working hard for the first time in their several lives, and with gusto if not with skill, to make the barn a club.

Membership in the club was limited to boys between the ages of sixteen and twenty-four. Prospective members were encouraged to join in groups, to which regular meeting hours were assigned. A house council, elected by the boys, guided the organizers in developing activities. A game room was set up, a craft class established and a softball league organized. Necessary painting, carpentering, even ditch digging were done entirely by the members.

Further details of the club's history are not important. It is enough to say that, with the decease of the mayor's committee, the financial responsibility was assumed by a prominent local family. The majority of the staff was, and still is, on the payroll of the adult education program of the State Department of Education. The club, now located in a much larger building, has an active membership of 450, all within the original age limit. The average daily attendance is 200.

CLOSE association with this group during three years has given opportunity for observation and some analysis of the needs and desires of that difficult human being, the "older boy." More than anything else he wants —or thinks he wants—a job, "any kind of a job." This, interpreted, means that he wants to earn money. The job itself, its future and his own adaptability to it, are matters that do not concern him greatly. Look, for example, at the situation of The General, the situation he has been in for five years. His parents have goaded him steadily to find work, and he himself is a little desperate because he is able to pick up only odd jobs. But what is he doing about it? Well, part of his energy goes to trying to find a job as a 'bus boy in a restaurant, part to trying to get work in "any" factory or foundry, and part to trying to gain admittance to a state normal school. Actually The General does not care which of these things falls his way; all he wants is a feeling of independence and a little spending money. Where he will be in ten years is no worry of his.

First, then, these boys want work; but they also want opportunity to enjoy themselves. Visitors to the Butler Mitchell Club are impressed with the extent to which the building is used, and with the almost fierce zest with which the members plunge into the recreational activities—basketball, baseball, pool, ping-pong, even cards and chess. It is possible to infer that the boys are venting their energies on play in lieu of work. But is it possible that a club program of this type is also short-circuiting the desire for work?

The experience of the club in craft work has been interesting. Success or failure of this kind of project has depended, not upon the activity itself, but on leadership. A good teacher can instill great enthusiasm in the boys for copper work, but replace that teacher with one of less skill and interest dies at once. The same thing is true of music and dramatics; one of the most disheartening features of the whole program, in fact, is the boys' total lack of enthusiasm for creating music. They scorn efforts to establish any kind of a choral group, and their response to informal singing is half-hearted at best. But they will sit for hours at the rehearsal of a WPA dance orchestra.

In contrast to the lethargic attitude toward arts and crafts is the group's intense interest in politics—not national or city politics, but neighborhood politics, the elections of a councilman or assemblyman for their own district. Attempts to broaden this interest through group discussion have not been unfruitful. The annual election of a member of the club to the organization's board of directors has given opportunity for a modicum of education in this field.

THE members of this club all belong to that group which Louis Adamic calls New Americans. The majority were born in this country of parents who emigrated from Sicily. In this respect they are not typical perhaps of the so-called Lost Generation, but their foreign ancestry is something which the boys see as a major problem. Frequently, in talking about their efforts to find work, they will explain, rather reluctantly, that the reason for failure is that they are "too dark" or that "nobody wants a dago." Now Mr. Adamic would say that the best way to overcome this feeling of inferiority is to develop the kind of program that will make the young men proud of the fact that they are Italians—proud of their heritage and background. The sad part of it is that these boys don't give a tinker's dam about heritage and background. They know all they want to, they say, about Sicily and Italy. Their only demand is that they themselves have the opportunity to show the rest of the world what they really are worth —in other words, to obtain satisfaction from their own deeds, not from the deeds of their compatriots or ancestors.

The Butler Mitchell Club so far has gone little beyond providing a good recreation program for its members. However, in carrying out this program, it has become startlingly clear that these boys have certain definite needs peculiar to their age which are met by no existing agency, except, in a measure, by the CCC. Their need is, first, for vocational guidance and counseling; second, for normal social relationships with girls; third, for community adjustment in relation to their nationality handicap; fourth, for recreation of their own choosing.

Are these needs depression-born? Hardly. They are, rather, the needs felt by all older boys of foreign parentage, in times of prosperity as well as adversity. A labor shortage would provide every "dago" with a job, but it would never guarantee that all young Italian men would get the right jobs or that they would get along any better with the "hunkies" on the other side of town.

There is no question that the young men and women of today face the future handicapped by the hardships of the past five years. But are they really so much worse off than their older brothers and sisters now on WPA or rutted in dead-end jobs, who speculate on the happiness that might have been theirs if their names had not been Barrasacchi, or Benedettti, and their skins not so dark?

Average-Town Shoulders Its Load

From Emergency Relief to the Long Pull

By RUTH A. LERRIGO

As the wolf turns tail and beats his retreat from America's front door, Average-Town is settling back to take stock of the after effects of his visit, and particularly to examine the wolf-resisting fences built in the frenzied days of emergency relief.

Topeka, which is most of Shawnee County, Kansas, has good claim to the title Average-Town. What it took into the emergency in the way of public relief equipment and what it brought out probably are typical of many similar communities. In Topeka no one is very rich and, up to 1930 or so, hardly anyone was very poor. The wide, elm-shaded streets, are lined with modest, frame houses, preponderantly one class, "owned homes." The largest employer is the Atchison, Topeka and Santa Fé Railroad, with its headquarters shops and offices. The townspeople—some 70,000 all told—include, also, the employes of a few small industries, state job holders, the usual local business and professional folk, and a good sprinkling of retired farmers. Topeka serves a normally prosperous rural area, with no rival urban center within forty or fifty miles.

Up to 1930, if you had asked almost any good Topekan how his town cared for its dependents, he would have told you—somewhat vaguely—that so far as he knew it hadn't any to speak of. Somewhere north of town was a poor farm for old folks and of course there were "shiftless" families here and there, subsisting on odd jobs and neighbors' handouts. Everybody seemed to be getting along. Probably he would have been aware of the Salvation Army and the Provident Association, having heard of them through church or Sunday School and having been asked to contribute to them, particularly at Christmas time. But to the man on Topeka's peaceful streets in the days before 1930, that was about all there was to the problem of "the poor."

As it happens there was more to it than the poor farm and casual handouts. There was in fact a regular county system of outdoor poor relief and a regular tax levy to support it, the system dating back to the original Kansas constitution of 1861 which placed full responsibility for the relief of destitution on the counties. But up to 1933 only seventeen of the state's 105 counties had regular full time poor officers, and there are not many records to tell the story of that pre-emergency system. In Shawnee County in 1933 an emergency citizens' committee for two years had handled some 2800 relief cases and some $200,000 in RFC and voluntary emergency relief funds, but the county itself modestly reported giving aid to 802 families, groceries, fuel and so on to a value of $6,715.40. "Care," which meant cash, went to forty-nine families, rent money to forty-two; pensions to twenty. The average monthly relief to a family "on the county" was $8.37. No case histories, and virtually no home visits or investigations entered into the system.

In that earlier day the Shawnee County poor commissioner had one assistant. If a family wanted to apply for relief, some member of it presented himself at the old gray stone courthouse at the regular weekly meeting of the three county commissioners. If he persuaded these dignitaries that he really needed help, he was sent downstairs with an order on the poor officer. A large part of the time of that officer and his assistant went into running the commissary in the gloomy basement of the courthouse. Here were long rows waiting for their names to be called and receiving the groceries passed out through a serving wicket. Records were kept to the extent of a card index which indicated the current market value of commodities given each family, with Red Cross flour, clothing, groceries and fuel, listed separately. No attempt was made to clear lists or to balance totals of relief against commissary costs.

ABOUT 1933, however, there is evidence that the average citizen of Shawnee County began to lose his complacency toward relief. The citizen's emergency relief committee had raised funds by subscription and sent into action Topeka's first relief investigators, the town firemen. The community had seen these men, chosen because they were the only well-districted, city-wide staff of public employes, doing a case-finding job under supervision of the fire chief. The Chamber of Commerce, meantime, had called on the National Red Cross to study the county's poor relief and find out what was the matter with it, and had received a report that, "There is no language strong enough to describe the demoralizing housing conditions provided for some of the indigent poor." Mothers' Aid, at that time, was administered by an unpaid, appointed committee, but the Red Cross investigator reported that the families apparently were not being visited. The League of Women Voters had made public the report of its sub-committee on Mothers' Aid Pensions which had found families living in tenements "unfit for human habitation." The publication of these reports, and the 1932-33 drives for voluntary relief funds, combined to produce Topeka's first real awareness of its relief problem.

So, in one way and another, Shawnee County's emergency relief already was under way and its community thinking stirred when the state legislature met in 1933 to consider the problem. Emergency demands and the firm hand of RFC, applied through the Kansas ERC, had spotlighted further the inadequacy of the county poor relief system. The legislature bowed to the inevitable and presented the state with a law which made mandatory a uniform, state-wide relief system, organized in county units, directed by full time county poor commissioners.

In Shawnee County, the new commissioner of the poor, Lyle O. Armel, came into office more or less at the insistence of the voluntary relief committee, the activities of which he had engineered. A professional social worker, Mr. Armel found himself heir to an antiquated setup for poor relief; legislative machinery newly oiled for reform; funds from county and city tax sources, plus federal grants; and a mandate from city, county and state to go ahead with an entire "re-do" of public relief.

The story of what came next in Topeka is not unlike that of any other Average-Town in the deep depression years, except perhaps that Commissioner Armel was not surrounded by a highly charged political atmosphere, and that in general he did not meet much ready-made opposition. There were the same federal-state-local complications; the same inflations and deflations of load and staff; the same high pressure adjustments as CWA, CCC, FERA, with its work program, RA, and WPA made their bows and, in some cases, their exits. There were some irate and many appreciative clients; some minor disorders. There was red tape and there was achievement. Shawnee County in those years shared with most of Kansas the gratuitous outrages of drouth, floods and dust storms, of hard winters and harder summers.

THE point of this story, however, is not how the relief job was done; but rather what remains as the town shoulders the load of public assistance for the long pull.

Shawnee County relief administration, at the end of 1936, seems to have adjusted itself to relief as a normal, more or less permanent responsibility. With the important exception of the WPA and RA programs, current relief is financed by local funds, the regular *ad valorem* county tax supplemented by a city charity tax and by county bond issues authorized by recent legislatures. The county tax is scheduled for increase from 1⅝ to 2⅝ mills in 1936-7 to meet in part the gap left by the withdrawal of federal funds. Kansas has been barred from early participation in most provisions of the federal social security program by a state constitutional stipulation that responsibility for relief shall fall on the counties, but in a November referendum that obstacle was removed. Shawnee County believes that with federal supplementation in the categories covered by the Social Security Act it will be able to carry its normal relief load with its "own money."

It is only three years since Shawnee County relief was handled by a staff of two, one in effect a grocery clerk. Today on many floors but under one roof is a large welfare organization. Here is the Shawnee County Emergency Relief Administration with its extensive case work and clerical staff, the home economics adviser, the county physician, health officer and public health nurses and so on. Here is the county social service exchange, a dispensary and pharmacy, the sewing rooms and store rooms of WPA, the offices of the Mothers' Aid, now functioning with a professional staff and an actively cooperating voluntary committee, and the headquarters of various related state and national public welfare activities.

The county relief administration is not confining its efforts to the unemployable, but has developed a sort of local supplement to WPA, using county funds. Under the mandate of the state's 1933 law, "to aid such persons [clients] by instruction and other helpful means to become self-dependent at the earliest possible date," the county from the beginning has required physically able clients to work for all relief paid from county funds. A new program of local projects includes a woodyard, sewing rooms, rural road building and related activities under the county engineer. It also supplies housekeepers to assist clients in need of such help, and custodial workers for public buildings. A supervisor handles work cards and time sheets, and clients work out their relief budgets.

"How do people now feel about the County Relief," I asked Topekans of all degrees and circumstances, in an effort to discover a "reaction" toward the precocious social welfare three-year-old. The answers were diverse and rather hard to come by. There were the young women and college girls who had "heard" that too much money went for salaries, that "the poor" often "had to wait so long they could starve before they were taken care of." There was the housemaid whose parents had been visited by a young investigator and, she said, subjected to "inhumane" questioning, because they possessed "nice" furniture and a radio. There was the old newspaper man about town who was sure the whole business was "shot through with politics," and there was the citizen who knew people who had been "antagonized by some of the high-ups of the staff." A progressive young minister, confessing lack of definiteness in information, believed that people in general appreciated the new system as a vast improvement over the old one. A rural case worker "out in the county" observed that there was still plenty of criticism from people who "don't know what it's all about," but believed that attitudes are on the mend. A professional social worker of long experience with a private agency, while not uncritical, felt that the county was doing an adequate job. The most commonly heard criticisms, she said, were of high overhead and of "young college girls as investigators."

In striking contrast to the skeptics were a typical responsible citizen-business-man; a young reporter, a newcomer to town, who has taken relief as his "beat"; and a county commissioner.

According to the responsible citizen, "The county has its relief situation well in hand on a tax-support basis. Grumblers are inspired by agitators. Politics have been kept out."

According to the young reporter, "Most of the criticism from clients is 'coached.' There is a small group of disgruntled who circulate the kick idea, but its leaders are not typical. The average citizen is willing to work for what he gets, though he may have some anxiety to be sure he gets as much as his neighbors. The community as a whole is still apathetic, but criticisms on politics are levelled at WPA rather than at the county relief."

THE county commissioner, a politician whose tenure bridges over from the old days when relief grants were at his discretion, declared in a formal public statement (and this really should be printed in italics and red ink):

> There are many advantages to the present basis of handling relief over the old system. We can see now that it is impossible for commissioners to tell by the casual conversation of a client whether or not that person needs relief. In other words, we have quit taking snap judgments. . . . We look to our relief department to keep adequate records, to properly account for all funds, and to make proper investigations and certifications for WPA, CCC, Resettlement Administration and Old Age Assistance. . . . We expect to provide for our county's unemployables and desire to participate in the Social Securities [sic] program as it becomes available by maintaining our relief administration on such a standard that we will be eligible for that participation.

In such manner, leaving its residue, good and bad, the tidal wave of emergency recedes from Average-Town. Gradually, its destructive phases are being superseded by order; its frenzy by a new awareness and planning for a problem that is not new.

Civil Service in Action

By BENJAMIN GLASSBERG

Superintendent, County Department of Outdoor Relief, Milwaukee

HOW civil service actually works under pressure in a public relief department has been given a thorough tryout in at least one agency—the Outdoor Relief Department of Milwaukee County, Wis. Throughout the depression the department, an old one which expanded as the relief load grew, recruited its entire staff, professional and clerical, by civil service.

It is true that the system, rapidly expanded for emergency action, was not perfect. It imposed limitations on the agency. The inevitable residence requirement was in force, and the educational qualifications did not go beyond high-school graduation. However, over half the professional workers proved to be college graduates. Better trained and more experienced workers could have been secured had they been chosen without the limitation of civil service.

Against this must be balanced the terrific pressure for jobs which, without civil service, would have been exerted by politicians of high degree and low, and by every unemployed person in the county. This pressure might have been withstood, but only by an enormous expenditure of energy. The fact that every employe was recruited through civil service examination has been one of the stabilizing factors in the relief situation in Milwaukee, and I believe helps to account for the fact that we have avoided many of the personnel difficulties which developed elsewhere. Workers have been free from the feeling that their jobs depended upon their political astuteness in applying the relief regulations. They have gone about their work secure in their tenure as long as the need for their jobs persisted; and they have had regular hours and definite salary and vacation schedules. At times there were excessively heavy case loads, with hours of overtime and sudden calls to duty over the weekend. A consistent effort was made, however, to catch up quickly, and to prevent not only overwork, but also waste of public funds—the inevitable concomitant of a staff too small to cope with its task. It is doubtful if better results could have been attained through a staff recruited without civil service, even though its members had been much better trained than ours in professional social work.

Efforts at intensive staff training were confined, chiefly, to an explanation of department policies, coupled with discussions of general social and industrial problems behind the depression. Through regular staff conferences, efforts were made to give the workers a broader outlook and a better understanding of their functions and of how they fitted into the general field of social work. In 1934 the local chapter of the American Association of Social Workers, together with the extension division of the University of Wisconsin, developed a number of suitable courses for workers.

The civil service regulations of Milwaukee County established a merit system, with regular evaluation of the work of all employes, but it was not until the spring of 1933 that the civil service commission decided to experiment with ratings. A system used in a number of large scale private and public organizations was adopted and has been used in the department ever since. It is not so well adapted as it might be to the needs of workers in a relief agency, and often tends to rate people who are quite different in about the same way, but it has proved far superior to the alternative of a judgment rating—on the whole more objective and therefore fairer to the worker.

It is often argued by those who oppose a merit system that it becomes an instrument for the expression of the rater's spite or dislike; that it is a weapon which can be used to weed out active leaders in union activities. That there are these dangers cannot be denied. It may be asked, however, whether any administrator who would make such use of a rating system, would be estopped from dismissing any employe because of the absence of such a system? Naturally, any system that can be devised will be subject to the frailties of human nature. Nevertheless, a rating system is useful and necessary if civil service is to have any meaning. It may be possible to convince the public that workers in public departments should be chosen because of fitness and should not be subject to the spoils system, but unless as much thought is given to the quality of work performed after appointment as is given to the selection process, without reliance upon the dead weight of seniority or political manipulation, there can be no real progress.

Ratings should be open and above board. The worker should know how and on what basis he has been rated. He should have the right to appeal and should be given every opportunity for a thorough discussion of whatever differences of opinion there may be with the executive. If such safeguards are thrown around the rating system, there will be little room for unfair discrimination.

A rating system is of special importance when agencies must make sudden reductions in staff, such as all public relief agencies have had to make this past year.

RULES of the civil service commission of Milwaukee County, adopted several years ago, provided that reductions in staff due to lack of work should be made on the basis of efficiency. Late in 1935, when the case load was cut very sharply because of the operations of WPA, the Department of Outdoor Relief Workers' Union urged that lay-offs should be made entirely on the basis of seniority. In December, after considerable discussion, the commission decided by a vote of three to two to upset its existing rules in relation to merit and to substitute the seniority rules insofar as the Outdoor Relief Department alone was concerned. However, by the time there was need for a cut in staff, the county corporation counsel had held that the commission, in limiting the change in its rules to one department of the county government, was acting illegally. After conferring with the employes' unions, with a committee of the Federated Trades Council and with others, the commission rescinded its December ruling and voted to return, in effect, to the old rule. With A as the highest rating, those employes whose ratings were definitely unsat-

isfactory (groups C-minus, D and E) were to be removed first. All employes in group C-plus and C were to be regarded as a single group, within which the principle of seniority was to be adhered to strictly. The same procedure was to be followed in regard to the B-plus and B group. In other words, the principle of the merit rating was retained, modified by seniority.

Regardless of the method by which the dismissal is made, few people can discuss their own dismissal with any degree of objectivity. No system which deprives a person of a job will seem satisfactory to that person. No matter on what basis a man loses his job, he loses what is precious to him and for which he feels justified in putting up a fight. Relief departments, set up to give some measure of assistance to those who have lost their means of a livelihood, have been placed in the anomalous position of discharging many faithful workers with uncertain prospects of immediate reemployment.

It has been a disagreeable, often a painful business. When done arbitrarily it left in many cases a trail of dissatisfaction and bitterness. Dismissal under the merit system is not painless, but it has the virtue of being impersonal while safeguarding the rights of individuals and the efficiency of the employing agency. Our department expanded under civil service and contracted under the merit system and we should not want to do either one in any other way.

Institutes—Pro and Con

By HELEN I. CLARKE

Assistant Professor of Social Work, University of Wisconsin

RIDING the floodtide of emergency, the institute has attained rising importance of late years as a means by which professionally equipped social workers can share their knowledge and experience with the tremendous influx of intelligent but untrained workers, required by the various relief organizations. For a decade, schools of social work have struggled to raise professional education to graduate level. It is a sorry fact, but true, that just as social agencies and colleges were accepting the standard of graduate training for social work, it became necessary to introduce short elementary training courses to meet the demands of the emergency.

It now seems highly probable that for an unpredictable time ahead there will be a demand, larger than the graduate schools of social work can supply, for persons to administer public relief and the various services provided by the Social Security Act. Other new and rapidly developing phases of public welfare administration also promise to require numbers of workers. Training on the job and short courses apparently will continue to be necessary. Whether we like it or not, the institute seems to be the most practical device to meet a practical situation.

Institutes should be adapted to meet the needs of three groups of social workers: those new to the field, such as the many hundreds who have been administering relief; those who have had experience in some aspect of social work but who need new data and enlarged points of view; those who have had professional social work education and experience but who require intensive preparation for some special experimental or demonstration project—community recreation, for example, or an advanced mental hygiene program. The first two groups are of most urgent concern.

The methods of institutes for training emergency relief workers may well be studied by the planners of future institutes. Short courses for relief workers varied in length from one, two or three days to two, three or four consecutive weeks and to a longer period with classes meeting intermittently. The subject matter of the curricula was usually limited to rather general consideration of:

The past and present of social work with special reference to federal and state programs and the challenge of the future. There was attempt to provide a frame of reference for persons unfamiliar with the history, purposes and philosophy of social work.

Methods of case study and treatment.

The meaning and significance of personality and the place of the interview in case work.

Records, correspondence and office organization, including methods of supervision, intake and conference.

Community attitudes and resources.

Classes were held both in the milieu of the workers and at educational centers. The advantages of academic centers were the variety of talent and skill available for teaching, the resources of libraries and the opportunity for concentrated attention upon conference and study. Methods of teaching included lectures by a varying group of experts, field trips to agencies and institutions, conferences between instructors, specialists and students, and, of course, discussion.

ALTHOUGH it is recognized by educational experts that the discussion method is the soundest way to stimulate thinking, it is a question how much of that method can be used in two-or-three-day institutes, especially if those attending are at different levels of experience and of familiarity with the subject matter. Undoubtedly there should be opportunity for question and answer and for free discussion. But the instructor should be competent to focus discussion upon problems common to all in the class and to keep individuals from wandering afield into the mere narration of personal experience. The submission by students of problems, interviews, correspondence, and case records for classroom discussion has been found valuable. Occasionally such material is sent to the instructors in advance of the institute, thus facilitating the planning of the course so that it may start from the students' level.

On the whole the reactions of student workers to the

institute type of instruction have been favorable. Summed up they seem to be:

Needed data were presented.

Opportunities for reflection, evaluation and for perspective were offered.

Bibliographies and reading material were obtained.

Workers had the chance to see themselves in a total program and not as isolated drudges and to exchange experience, like and unlike.

Workers realized their need for further training.

Those who resisted the institutes were largely persons for whom the material was too elementary, who were unaware of the implications of their work, who were intellectually or emotionally unadapted to it or who were too tired to participate actively.

Out of the emergency experience, a few guiding principles for the organization and conduct of institutes emerge:

Classes should be small, twenty to thirty, and should be limited to persons with basically similar social work experience.

Opportunity for rest, relaxation, and informal exchange of experience should be provided. Most institutes crowd too much into a limited period.

Background material should be adapted to the particular group.

Lectures and program should be carefully pointed to the needs of the group and should be within its intellectual range.

Discussion should be so steered that the class is not distracted from the important points of emphasis.

Some inspirational material should be injected into the course.

A coordinator should summarize, at the end of the institute, the material presented and the various points of view so that students leave with a few valid, helpful conclusions.

The institute should be considered by students and instructors as a spring board for further professional training and not as a substitute for such training.

The values of institutes depend upon the background and qualifications of those attending and upon the knowledge and teaching ability of the instructing staff. Perhaps, as we pass from an emergency to a permanent governmental social work program, only those persons who have been tried on the job and who are considered by state supervisory organizations to be potentially valuable as permanent staff should be encouraged or selected to attend. The institute then could develop, not as a testing ground but as a training center responsive to changing needs.

Noble Profession

By RALPHYNE BRADY

I AM going to be a social worker. A tall, blonde one, on the thin side with not too regular features. So at the very first I am handicapped because chairmen of boards like tall blonde workers with regular features. Or so I am told.

While I have been getting ready to launch myself into the noble profession of social work I have been thinking. I've decided that I shall not be a wistful social worker, or one with flat heels and a brief case. Or the kind who, registering efficiency, purses her lips and looks over her glasses. Just because I am a social worker, I shan't be sane all the time. It is too much fun to be mad—spasmodically.

Also, in the course of my thinking, I have decided to be a child welfare worker. That is, most of the time I think I shall. Sometimes I get a little frightened at all the technicalities and all the classifications and all the intricate shades of one thing and another that a good child welfare worker must know. For we are learning to be skilled social workers and at the present moment skills and techniques are flying 'round and 'round my head until I am slightly dizzy with them all.

I never realized before how many messes I could get myself into just by a simple statement or by asking the wrong question—and there are so many wrong questions one can ask an anxious parent or a poor little innocent child. It really is terrifying even to think about it. One doesn't say: "I'm so sorry you're sick today." One says: "You're looking better this afternoon. Before long we'll see you out playing football with the other boys." One never questions: "Are you married?" Instead, it is: "Where is your wife?" One shouldn't say: "What would you like to eat?" But: "You do like spinach, don't you?" —all in a very hopeful tone.

There are even more wrong things to do—many more than right ones, and it looks at present as if I shall always be doing the wrong ones. You can break up a family when it should be kept together, or can keep it together when that is the very thing that should not be done. Or you can "place" a sweet little retiring Mary in a blustering, ununderstanding home, or run for a psychiatrist when you merely should have relaxed and used a little common sense. You can be so devoted to a child that it is utterly dependent upon you and absolutely useless alone; or you can be so efficient and so unmoved by trifles that the children long to throw ink bottles at you—large ink bottles filled with a mixture of green and purple ink. A social worker can encourage genius when there isn't any genius and tell a doting mother that her child is perfectly normal when he belongs in an institution for the feebleminded. Too, there's always the chance that you will say that there isn't any accident insurance or any agency for the crippled or any doctor who can treat this case—when there is. Then there is always the difficulty of knowing when to agree when you disagree; when to go ahead when everyone else says you're crazy; when is the right moment for the right question.

We are learning at our school what different lights say in different eyes, what people mean when they are silent, what makes them laugh and cry and hate and love. Oh, we are learning a great deal at our school—a very great deal. They tell us, however, that when we know all the answers to all the questions, we will be good social workers. I wonder if I shall ever be a good social worker. There are so many questions to which the answers seem pretty difficult.

And so, I pray to all of you children and families whose paths I am destined to cross: Please be patient with me. I'm going to try awfully hard and I have a quick mind. Some one once told me so—a little old lady with a kind disposition. In the meantime, let's make believe that you are the social worker and I am the client. Then perhaps we really can get somewhere—or know where we're going.

BEHAVIOR AS IT IS BEHAVED—II

Mr. Antoski Gets Religion

By ELEANOR ROWLAND WEMBRIDGE

EVERY bailiff, elevator boy, police officer, and scrubwoman around the court knew the Antoskis well. This made it nice for the Antoskis, whose social contacts were otherwise limited. They grinned with pleasure when they were greeted by name, and when the new baby on Mrs. Antoski's lap was found, on inspection, to resemble the less new one on Mr. Antoski's shoulder.

Mr. Antoski had discovered that an article bought at the five-and-ten store for a nickel, could be sold easily on the street for a dime, provided that a small girl in rags did the selling. Since he was supplied generously with a sales force answering that description, and made 100 percent on his investment, he refused to become reconciled to laws which forbade that kind of salesmanship.

"My kids gotta eat, ain't it?" was his bland question at each arrest for illegal peddling. His only difficulty arose from the fact that his children, once having acquired a taste for street life, soon learned not only to earn their dimes, but also to spend them. The vexation resulting from this development caused Mr. Antoski to beat his wife, and hence to be arrested on a new count.

The outraged Mrs. Antoski charged that she now had no useful children, no dimes, no supper, and that her husband chased her with a broom. He, apparently glad of a change in the complaint, his blue eyes untroubled, admitted the charge.

"He beats me every day," snapped Mrs. Antoski.

"Why every day?" I asked him.

"I have to," answered Mr. Antoski simply.

"Why do you have to?"

"Because she makes me mad."

"Makes you mad every day?" Both Antoskis nodded in grave assent. At least they agreed on that much.

"And why do you make him mad every day?"

"Because he beats me!" answered Mrs. Antoski, thereby bringing her logic around the circle to the point where we started. I tried again.

"Can't you stop making him so mad? And so often?"

Mrs. Antoski shook a stubborn head. No she couldn't. How could any woman help getting mad if her man beat her?

"Then stop beating her," I snapped, losing patience. No. He couldn't stop either. How could any man stop beating a wife who made him so mad.

"Can't you reduce the quota?" I suggested wearily, since we seemed to be getting nowhere. "Couldn't you arrange just to beat her every other week, or maybe the first of the month?"

They discussed this idea at some length between themselves, then both shook their heads. No. It could not be arranged. She made him mad too often.

Mrs. Antoski looked at me in triumph, as if to say, "What a man!"

There seemed to be nothing that we could do about the Antoski temperament. So, since there was no money for a fine unless the children earned it, the pair was "dismissed with a warning."

Inside of two months they were back, bowing and smiling, and exhibiting a brand new baby. The charge, again, was beating.

I stared aghast. "Still beating her? And when she's just had a baby?"

Mrs. Antoski nodded with vehemence; her husband with composure. "Can't you take time off until the child is baptized?" I meant it for irony, but it served only to add fuel to the flame.

"It was at the baptism she made me mad," growled the outraged father.

"How?"

"She told me the baby wasn't mine!" Mr. Antoski's anger rose so rapidly at the remembrance of this discourtesy that I feared that I was to witness one of the routine beatings.

"Was there no better place to tell him that the baby was not his, than at its baptism?" I inquired reproachfully of Mrs. Antoski. "That's enough to put almost any man out of sorts."

She pouted a little and cast down her eyes.

"People tell those things if they have to," I continued, "but before or after the baptism. Not at it. Whose baby is it anyhow?" By now I was consumed with curiosity to know what romantic intrigue lay behind this battered woman, with her flannel-swathed bar sinister dozing on her lap. She giggled a little at my interest and jerked her elbow toward her husband. "His baby," she sniffed.

"His baby?" I echoed more puzzled than ever.

"Sure it's my baby," snapped Mr. Antoski as if I had been the first to doubt it. I groaned helplessly to the interpreter. "I'm just not getting this. I'm all mixed up. He beats her because she says it isn't his baby. And now they both claim it is. If it is, why did he beat her?"

"Because she said it wasn't," shouted Mr. Antoski nettled at my stupidity which grew more dense with every explanation.

"Why did you say it wasn't, if it was? And why say so, of all times, at its baptism?" We were all getting excited now.

"I was mad because he beat me," explained Mrs. Antoski, tossing her head. "So I told him that it wasn't his baby. And I told him at the baptism because that was the time it would make him maddest."

"You're right; it would," I replied after a pause during which I knew nothing better to do than to look owlish.

When the Antoskis next appeared, it was not because of a complaint against the father, but because he himself had filed a complaint against his eldest daughter, Hattie, charging that she

RELIGIOUS EMOTION

HAVE you yourself ever known of a case in which habits of conduct were changed because of religious emotion? If so, describe it.

Have you known of any cases of changed conduct because of the influence of: Patriotism? Scientific research? Falling in love? Ambition? Political activity? Affiliation with a fraternal order?

What are the constituent parts of such influences? Are they similar? If so, in what respect?

Do you believe that they always work for good? Are they permanent? Does their force, while it lasts, affect their value or permanency?

Suggested Reading

WILLIAM JAMES: VARIETIES OF RELIGIOUS EXPERIENCE.

LEWIS BROWN: THIS BELIEVING WORLD.

CYRIL B. BURT, ERNEST J. JONES, EMMANUEL M. MILLER, WILLIAM M. MOODIE: HOW THE MIND WORKS. Chapter 16: Psychology of Religion.

ROBERT S. and HELEN LYND: MIDDLETOWN, Chapter 5: Religious Observances.

CHARLES A. BEARD: WHITHER MANKIND. Chapter on Religion, by Robinson.

spent too much time on the street with bad companions. Considering that the father had sent Hattie on the street in the first place, his present anxiety had a certain grim comedy. However, aside from the novelty of the complaint, there was a vague difference in the whole aspect of the family. Mrs. Antoski was less wan. Hattie was neater. Even more noticeable was the drop in Mr. Antoski's voice from snarls and roars of anger to serene composure. Without interrupting he allowed Hattie to voice her grievance at being snatched from the arms of her escort on the dance floor.

"I was sorry to do it," he explained gently. "But it was too late for my girl to be with that guy. He's a bum."

"You were quite right," I began, then paused startled at my own words. I had never before uttered them to Mr. Antoski! "We told you this would happen," I continued sourly, remembering to whom I spoke.

"Yes, you did," agreed Mr. Antoski, his blue eyes gazing candidly into mine. "But now Jesus has told me."

Jesus had told him!

It is impossible to put into words the stupefying effect of this simple statement. It was incredible. We had known the man for years. Never had he shown the slightest comprehension of an every day police ordinance, let alone divine command. He had no shadow of the rudiments of common sense. He was an incalculable combination of stubbornness, poor judgment, and pugnacity, impervious to the logic of words or of events. Now suddenly he had the audacity to assert that Jesus had told him to look after his children. And he had obeyed the injunction by dragging Hattie from the floor of a disorderly dance hall. A good start surely. But—but—

He looked so extraordinarily calm, and his wife so complacent, that it suddenly occurred to me that for some dark purpose they were trying to pull my leg.

"Did you beat up Hattie when you found her?" I asked, ignoring his confession of faith.

"Ask her," was his composed retort, jerking his thumb toward his daughter. Hattie gave a pettish shrug and shook her head.

"Has he been beating you again?" I insisted, turning to his wife.

With her broadest smile she too shook her head.

Still doubting, I persisted, "Does he treat you all right now?" She nodded vigorously, and with one of her rare verbal excursions into English, said "O.K."

"I don't beat nobody any more," interposed Mr. Antoski smiling. "Jesus says it's wrong. I'm sorry I ever done it. I repent."

I began to wonder why I had been consulted at all in the matter of Hattie. Her father evidently had discovered a more august guide to conduct than I, a guide to whom he listened far more obediently than he ever had to me. My unspoken question was answered at once.

"I want my girl put some place where she learns to be good girl—away from bums. I belong now to The Only True Believers, and the saints taught me to repent. It's a good church, but it ain't got no place to put my girl. So you put her somewheres. Any place is all right where she learns not to be a sinner. Maybe I pay a little bit."

Hattie whimpered into her handkerchief. She liked being a sinner, and she enjoyed her bums. Mrs. Antoski, for the first time in our experience, ignored her child and nodded agreement with her husband.

"Do you want us to put her in a school?" I asked her, still incredulous. She smiled and explained volubly to the interpreter, who turned to me with a shrug.

"She says to go ahead and put her any place her father wants her to go. She says that religion is all that ever made him any good, and maybe it can make something out of Hattie."

The interpreter rose to go. "If you ask me," she said dryly, "I doubt if even the Lord can make anything out of those Antoskis. He made them too dumb to begin with. And He's starting in too late to make repairs. On the other hand, we've tried everything else. And goodness knows, the Lord can't make any worse mess of that family than the county court has!"

Twenty-Five Years Ago in The Survey

December 1911

PRESIDENT Samuel Gompers reported at the meeting of the AF of L in Atlanta that "he has himself investigated migratory labor on the Pacific Coast and believes that, especially in view of probable increase of immigration to that part of the country with the opening of the Panama Canal, it would be well to establish a department for migratory workers in the AF of L."

FIVE state conferences of charities and corrections recorded their concern with childhood. Iowa "reviewed her juvenile court and child labor situations." Missouri "learned . . . what is the social and religious value of the child." Pennsylvania "called strongly for the prevention of blindness in babyhood, and urged, not without opposition, the forming of a state probation commission." In Minnesota "there was outcry against the causes of high infant mortality and the menace of child labor, together with demand for saner treatment of backward children in schools, and a notice to the state that physical, mental and moral defects which contribute to retardation and delinquency must be discovered." Florida "told a tale of conditions of neglect where the state is responsible which set the teeth on edge, but also of new impetus given to forward movements, such as that to establish juvenile courts."

THE SURVEY began publication of a series of articles, Religion in Social Action, by Graham Taylor,* warden of Chicago Commons, and associate editor of *The Survey.*

**At eighy-five Professor Taylor is still, happily, warden of Chicago Commons, and still, happily, one of* The Survey's *valued contributing editors.*

THE significance to trade unionism of the confessions of the McNamara brothers which ended their trial in the Los Angeles dynamiting case was discussed at length. On December 30 "a group of New York social workers" petitioned the federal government, through President Taft, for a commission on industrial relations "to investigate conditions of labor during the last six years in the structural iron trade, including in the study the organizations of employers and employes, the methods and purposes of each and the relations of each to the other." Among the signers were Henry Morgenthau, Lillian D. Wald, Owen R. Lovejoy, Henry Moskowitz, Stephen S. Wise, John Haynes Holmes, Arthur and Paul Kellogg, Edward T. Devine, John M. Glenn, John A. Fitch, John A. Kingsbury, John Collier, Robert Erskine Ely, Louis D. Brandeis, Lyman Abbott, and Florence Kelley.

"THE British minimum wage is about to be applied to the tailoring trades—the first big group of workers to be brought within its provisions."

"CHRIST'S Birthday Club is a Chicago venture which seeks to smooth the hard edges of the holidays and to call into being more of the spirit of the first Christmas."

The Common Welfare

The Court Upholds the Law

THE New York State unemployment insurance law was upheld by the U.S. Supreme Court on November 22, with no margin at all. Justice Stone is ill. The remaining justices divided four to four, and "an equally divided court" automatically affirms the decision of the lower court. No opinion was written.

The New York cases were carried to the Supreme Court on appeal from a decision by the highest appellate court in the state, upholding the measure by a five to two decision. [See *The Survey,* May 1936, page 145.] Frederick H. Wood, winner in the fight against NIRA and the Guffey Coal Act, argued against the law that it takes the employers' property without due process of law, that it fails to distribute the financial burden properly, and is not a cure for unemployment. In defending the law, Henry Epstein, solicitor general, submitted a brief on the legal questions involved, and also an economic brief giving the factual background of the law, the extent and burden of unemployment, the advantages of unemployment insurance and of the "pooled fund" type of law.

Friends of social security are greatly heartened by the outcome of the New York cases. Knowing the usual position of Justice Stone on social measures, they see an excellent chance for at least a five to four decision in favor of the Social Security Act, when and if it comes before the Supreme Court. Sixteen states and the District of Columbia now have unemployment insurance laws. None of them are identical with the New York law, but many parallel it in structure and in method of administration.

"No Cause for Dismay"

THERE is no reason to fear a "philanthropic drought" on account of present and future taxation, cheerfully observes that astute commentator on the American philanthropic scene, Frederick P. Keppel, in his annual report as president of the Carnegie Corporation. Privately supported educational and social enterprises will need, he believes, to adjust to "a considerable degree of permanent rather than temporary change in the earlier relationship between philanthropy and government expenditure" but he anticipates "no drying up of the springs of private contributions."

Commenting on gloomy predictions of "a philanthropic drought dangerous to all good causes and catastrophic for such institutions as endowed universities," he says:

> During the year a number of influential citizens have in public statements viewed the situation with an alarm which is clearly genuine, but the basis of which may fairly be questioned. For one thing, there is some evidence that these very doubts and fears concerning taxation, which, it is asserted, are deterring certain potential donors, are exerting exactly the opposite influence upon others in whose minds these factors are operating to make philanthropic gifts and bequests a more attractive use of wealth than would otherwise be the case. But whether such uncertainties act as a psychological deterrent or a psychological stimulant, past experience would indicate that influences of this character are relatively short-lived.

The safest way to estimate future philanthropies, Mr. Keppel holds, is "to project the curve of past philanthropies." But, he added:

> To take the years from 1923 to 1928 as a normal criterion of expectation is simply to deceive ourselves, but it would be equally deceptive to base our expectations on the lean years which followed them. If we take a longer view, if we permit the abnormal periods of the boom and the depression which followed it to factor one another out in our thinking, there would appear to be no cause for dismay.

A Voluntary NRA

A PROPOSAL that the merchants of the country join voluntarily in a four-point program regulating their relations with the consumer, the government, the producers, and their employes, is put forward by the directors of the National Retail Dry Goods Association. The stores belonging to the association do an annual business of nearly $5 billion. The suggested agreement, which will come before the convention of the association in January, includes many of the provisions of the former NRA Retail Code. When NRA was wiped out by the U.S. Supreme Court decision in the Schechter case, San Francisco merchants met and voted to continue their own NRA. Their success attracted attention throughout the country, and is believed to have suggested the plan.

The voluntary agreement provides for maximum hours, basic minimum wages, elimination of child labor, safe and sanitary working conditions. It covers fair trade practices between merchants; and for the protection of the consumer as well as of the reputable merchant, it includes accurate advertising and labeling, and the establishment of merchandise standards. In the relations between distributors and producers, the proposed agreement suggests a continuation of the policy of "meeting with members and representatives of vendors' trade associations to discuss mutual problems."

The directors hold that because of different conditions prevalent in the various states, these ends "can best be served by state laws." The agreement would therefore put upon the association the responsibility for drafting model laws under which its provisions could be enforced. The directors declared that the proposed legislation would set "minimums only, and that competition in wages, prices, et cetera, must be above a minimum."

Winds Over WPA

THE portents of sharp reductions in the WPA program have become too evident to be denied. From all over the country come reports of pruning not to say slashing of the rolls, explained variously as due to rising private employment, to reexamination of the needs status of WPA employes, to the November election, and sometimes not explained at all. From Washington come a flock of trial balloons. "It is rumored," "it is said unofficially" that President Roosevelt will ask Congress for $500 million to continue the present program until July 1; that Harry L. Hopkins, WPA administrator, will ask for "consider-

ably less" for the works program this next fiscal year than the $1,400,000,000 appropriated last spring; that the budget makers have been instructed to "bring relief down," and so on. From the unemployed on WPA, still numbering some 2,500,000, comes evidence of awareness of the instability of their "real jobs at real wages" and of their determination, particularly in the large cities where organization among them has progressed, to oppose their own "liquidation" while their prospects for reemployment in private industry remain precarious.

Meantime the United States Conference of Mayors, meeting in Washington, heard and enthusiastically applauded Mr. Hopkins' assurance that the federal government meant to deal with the national problems of unemployment and relief "on a realistic basis, depending on the needs," and that it "has no intention of turning the needy back on cities and counties and no intention of liquidating its work program." After which the conference unanimously approved a petition to the President and to Congress for adequate appropriations to continue WPA through the fiscal year and endorsed proposals that WPA be continued as a permanent federal agency, that a federal system for meeting the transient relief problem be established, that Congress "provide for public housing for low income groups along the line of the Wagner bill," and that "all welfare activities of the government affecting the cities be consolidated into a national department of public welfare."

In spite of urging from various quarters President Roosevelt has shown no disposition to appoint a nonpartisan commission to study the tangled web of relief in order that the new Congress, when it approaches the problem, might have at hand facts and proposals by which its immediate action could be geared into a long range policy.

A Seamen's Charter

SIX conventions, or international treaties, designed to improve the conditions of employment of seamen were adopted by the special maritime session of the International Labor Conference, recently held in Geneva. Twenty-eight countries, possessing 82 percent of the seagoing tonnage of the world, were represented at the conference. These included every important maritime power except Germany and Italy. The six conventions adopted dealt with: hours of work aboard ship and manning (the number of men required on deck and in the engine room); paid vacations for seamen; responsibility of shipowners in case of illness, injury or death of a seaman aboard ship; sickness insurance for seamen; certification of captains, navigating and engineer officers in charge of watches; raising the minimum age for employment to fifteen years.

Before these conventions are binding on any member state, they must be ratified by the appropriate governmental authority. The important "hours of work and manning" convention provides that it becomes effective only when it has been ratified by five countries, each possessing more than one million tons of shipping. It establishes the eight-hour day and its corollary, the three-watch system. This convention, if brought into effect, would tend to raise the level of hours and manning to the standards established in the American Seamen's Act, and so would reduce the operating cost differential between American ships and those of our competitors.

The chief improvement in American standards which these conventions would bring about would be the provision by law of vacations with pay, sickness insurance for seamen, and the raising of the minimum age of employment from twelve to fifteen years.

The Tampa Convention

BY a ten to one vote, the fifty-sixth convention of the American Federation of Labor, meeting at Tampa last month, upheld the action of its executive council in suspending the ten unions affiliated with the Committee for Industrial Organization, headed by John L. Lewis.

The vote followed one of the bitterest debates in the history of the federation. The resolutions committee recommended the suspension of the CIO unions, on charges of "rebellion" and forming a "dual" (rival) union. The CIO, organized after the Atlantic City convention a year ago, holds that the craft union traditions and methods of the AF of L have handicapped its attempts to organize, especially in the mass production industries, and partly account for the fact that labor organization, in this country, has not kept pace with industrial growth.

Members of the executive council, spokesmen for the powerful craft unions they head, refused to waive their jurisidictional rights in the steel, auto, aluminum, rubber and other mass production industries. They insist that if skilled workers want to join a union, they must join the appropriate craft union. Behind the question of industrial versus craft unionism was the issue as to which faction would control the federation itself.

Since the CIO unions, by action of the executive council early in the fall, were not "members in good standing," their million members (40 percent of the AF of L total) were not represented at Tampa.

The delegates from the powerful international unions voted almost solidly for the report of the resolutions committee, recommending that the CIO unions be suspended. The central labor bodies, for the most part, opposed the report, as did a few of the internationals—among them the Bakers, Brewery Workers, Hatters, Sleeping Car Porters, American Newspaper Guild, Teachers. In accepting the resolutions committee report, the convention also voted to continue the life of a special committee, working for peace, and at the same time authorized the executive council to call an extraordinary convention, if more "drastic procedure" should be found necessary.

And So On . . .

ANGELO HERNDON, young Negro Communist organizer, is to have his day in the U.S. Supreme Court. The court will review the Georgia supreme court ruling, which upheld the constitutionality of a sixty-year-old statute, enacted to prevent slave insurrections, under which Herndon was sentenced to twenty years on the chain gang. [See *Survey Graphic,* December 1935, page 616.] • • After five years of joint money raising effort the leading New York family welfare agencies have returned to what Walter S. Gifford, president of the COS, describes as "normal individual agency financing." • • Authorities of Alexandria, Va., have suggested to the Social Security Board as a suitable site for office space the now abandoned poorhouse of that city. • • With no pride whatsoever New York City admits to 187,606 children under sixteen on its slowly declining but still top-heavy relief rolls.

The Social Front

Relief

THAT approximately three out of every ten cases on direct relief in Philadelphia have some other income, is indicated in preliminary findings of a survey of supplementary relief cases, now being made by the County Relief Board. Chief sources of this income appear to be part time jobs (private), odd jobs such as peddling and junking, owned businesses such as grocery or tailor shops. A somewhat smaller percent profit from pensions or "take boarders."

In 3.6 percent of cases, in the sample studied, a member of the family received full time wages in private industry; that is, 30 hours or more of work per week. These families averaged in size 5.7 persons, and included a large number of children, handicapped persons and so on, in proportion to employables. The average gross wage for this full time employment was found to be $11.42 a week, with an average supplementary relief grant of $6.59 a week. In only one fourth of the cases so far studied was the head of the family the full time worker. Almost one half were women, mostly daughters of the family, who in normal times probably would not have been chief wage earners. Almost every industrial occupation was represented in these full time jobs, with a slight majority in manufacturing.

Spot-Map—With available city relief funds only sufficient to last through November, St. Louis faced an emergent need to "find" December relief costs, estimated at over $300,000. The state legislature meets in January. Says the *Post-Dispatch* editorially: "The state sales tax was levied primarily to raise money to care for the unemployed, yet St. Louis has not received a cent from Jefferson City since last March. . . . According to a carefully prepared estimate . . . the state revenue fund will have a balance of practically $3 million at the end of this year."

New Jersey's relief situation at present presents an enigma. Arthur Mudd, director of the State Financial Assistance Commission, claims that from August 1935 to August 1936, the relief load has been reduced 61 percent and costs, 71 percent. He credits WPA and the return of relief to municipalities. From a New Jersey correspondent comes word that 214 of the 563 New Jersey municipalities are not now sharing the available funds which the FAC has to dispense to them by allotment. "Why, it is difficult to determine." Local overseers of the poor, meantime, give to the press such statements as "no hope in sight for the city ever to be able to pay rent for relief cases," and charge "red tape" in collecting from the FAC.

With costs of relief administration in Illinois strictly limited to 8 percent of total relief expenditures by local governmental units, the state auditor of public accounts has issued a welcome ruling that costs of handling surplus commodities shall be charged not as administration but as relief.

New York City's ERB is using its influence as the city's largest rent payer ($2,225,000 monthly) to force improvements in sub-standard buildings. Rent allowances have been refused for cases in many such buildings and hundreds of relief families have been moved or will move from buildings with health and fire hazards and other elements of bad housing. . . . The ERB has arranged a traveling eye clinic, to cover all five boroughs with opthalmologists' service for clients. It will expedite, also, the distribution of needed eyeglasses to school children or adults on relief.

Economy—Using reports from forty-one towns, Connecticut's ERC has made a study of cases applying for relief to whom "advice and assistance" were given but for whom no expenditure was made of local public funds. About 1200 such cases were reported, of which 443 were rejected at the initial interview as ineligible. Another 336 were rejected after investigations which required time, study and advice concerning community resources. A third group of 426 applicants was accepted for advice and service only.

The ERC figures that the total service costs for these cases was approximately $2300 (averaging six hours per case, at actual per case cost of administration in these towns) but that had they all been accepted for relief, without investigation, the state, according to average relief costs, would have been out $19,852 for one month.

The CCC "Boys"—The CCC in New York State has provided employment for 117,000 young men and war veterans and about 13,000 "non-enrolled men," such as reserve officers, project superintendents, foremen, educational advisers and the like, according to a recent report from Robert Fechner, federal director of Emergency Conservation Work. Nineteen thousand enrollees and some 1200 non-enrolled men from New York are now at work in camps, in New York or elsewhere.

Differences—A plan now being used by the Chicago Relief Administration for dividing its case load is described as follows: "Different treatment is provided for families whose members may reasonably be expected to bring in some outside earnings than for families where there is no such hope.

"Where there is no employable member in the group a more adequate provision is made for meeting the family needs. A check covering the items of relief for this group is to be given once a month on the assumption that the need is a continuing one. The budget for these families includes food, rent, fuel, light and clothing (on a limited basis). If the situation warrants it, carfare will be given to school children and for clinic attendance. Household supplies, stoves, medical needs and moving expenses may be provided for.

"Where there is one or more employable member in the family unit, the relief check is issued only at two weeks' intervals because of the possibility of the employable members aiding their family by securing outside work. If the budget indicates the need, food and fuel are listed regularly. Other items such as rent, clothing, electricity and carfare may be provided at the request of the professional staff, if the situation requires it."

California Study—By provision of the state legislature, California has empowered its state university to make "an investigation of the unemployment problem and its component parts" with $20,000 allocated for maximum costs. The report is expected for the 1937 session of the legislature to use in its deliberations on unemployment relief.

In Print—This Question of Relief is discussed from many angles, clarified and summarized for the interested layman in a recent Public Affairs pamphlet, the eighth of a series on economic and social organization in America. The material was prepared by Maxwell S. Stewart in cooperation with the staff of the committee on social security of the Social Science Research Council. (Price 10 cents direct from the committee, National Press Building, Wash-

ington, D. C.). . . . Rural Youth and Relief in Colorado is the third report issued in the cooperative plan of rural research, carried out by the Colorado State Agriculture Experiment Station and the Rural Research Section of the federal WPA.

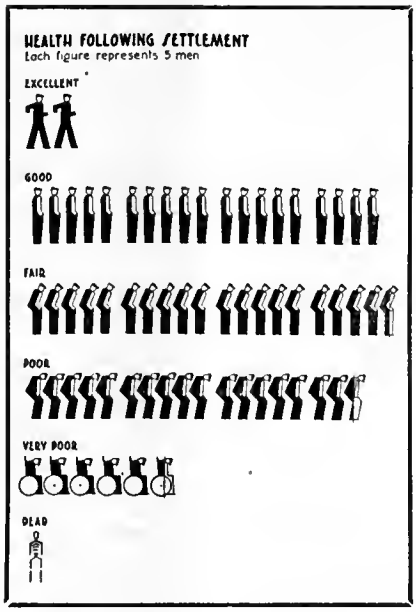
Proposed by John B. Abell, director of the Sacramento Community Chest, and begun in 1935 as a California SERA project, the Sacramento Depression Settlement Survey recruited the aid of RA, WPA, Federal Writers' Project and NYA before it was finished. It is an interesting and enlightening study of shack colonies. Robert A. Muir, supervisor of the original project, enlisted the help of Paul S. Taylor and of N. Gregory Silvermaster, both of the RA, and of James Sharp of the WPA in presenting the material.

Jobs and Workers

WORLD unemployment is now below the 1930 level, according to the figures which Harold B. Butler, director of the International Labor Office, submitted to its governing body at the regular fall session last month. With 100 representing the 1929 level of unemployment, the index, in July 1936, had dropped to 138, from the 1933 peak of 315. The previous low was 142, in July 1930.

Census of Jobless—Recommendations for the appropriation of between $15 million and $20 million for an accurate count of the nation's unemployed are being drawn by officials of the U.S. Department of Commerce. Such a census has been widely suggested during the past few years, with many experts insisting that reliable information as to the amount and distribution of unemployment is essential to its control. It is believed that the Census Bureau could make the count in four to six months. Later check-ups could be made in shorter time and at less expense. Meanwhile, President Roosevelt has suggested the possibility of a "voluntary" census of the unemployed, instead of a door-to-door count, pointing out the obvious economy of this procedure.

Labor Act—The constitutionality of the Wagner Labor Relations Act will be decided at this term of the U. S. Supreme Court. The court has accepted six cases in which this issue is involved. Arguments probably will be heard this month. Most widely discussed of the Wagner Act cases have been those involving employes of The Associated Press [see *The Survey,* October 1936, page 311]; the Jones and Laughlin steel interests; the Fruehauf Trailer Company [see *Survey Graphic,* April 1936, page 220]; and the Friedman-Harry Marks Clothing Company. The other two cases are those involving the Virginia Railway Company, and the Washington, Virginia and Maryland Coach Company. Soon after the Supreme Court accepted these cases, the District of Columbia appellate court, without passing on the constitutionality of the Wagner Act, denied injunctions to half a dozen employers seeking to restrain the labor board from holding hearings on complaints.



What happens to injured workers who receive compensation is considered in a study of 322 New York cases. (Vocational Rehabilitation and Workmen's Compensation by Carl Norcross. Price $1 from the Rehabilitation Clinic, 28 East 21 Street, New York.)

Silicosis—A field laboratory has been established by the New York State Labor Department in a granite quarry at Letchworth Village for testing dust control machinery for the state's campaign to prevent silicosis. The Rockland County outcropping of granite where the tests are to be made is of high silica content, and the dust to be created by drilling this rock will show a high percentage of free silica, the most injurious of all dusts when inhaled. [See *Survey Graphic,* December 1936, page 664.] . . . A cooperative study of silicosis is being conducted at Cornell University Medical College, sponsored by the college, the New York City Department of Health, New York Hospital, and New York Tuberculosis and Health Association. In addition to research in physiology, bacteriology, chemistry, and so on, patients with silicosis are being hospitalized for careful study. Further, a considerable number of workers in industries with a known silicosis hazard are to be examined and X-rayed. The work is being financed with WPA funds, and with contributions by the cooperating agencies. The reports will not be available for a year.

Public Works — Results of large scale use of public works to help take up the slack when private industry sags have been studied during the past three years by the U. S. Bureau of Labor Statistics. Herman B. Byer has directed the study, a preliminary report on which is published in the last issue of the *Monthly Labor Review.* The study shows that a total of 10,736,700 man-months of employment were created in the first three years of the PWA building program at building sites and in finishing materials for PWA projects. A selected group of industries receiving PWA orders showed increases in employment ranging from 14 to 225 percent during the three-year period. The study, which is nearing completion, is expected to determine definitely for the first time the relationship between work created at building sites and that generated in producing, fashioning and transporting materials.

Three Cents an Hour—This is the title of a bulletin on industrial homework in Pennsylvania, written by Myra Cowdrick and issued by the Bureau of Women and Children, Harrisburg. The illustrated pamphlet describes the conditions under which homeworkers toil. Among the articles they produce are baby bootees and sacques, embroidered baby dresses, hand-knit sweaters and skirts for women, toys, rag rugs. Embroidered garments for which the homeworker receives 25 cents to $9 *a dozen,* retail for from 50 cents to $10 *a garment.* Working nine hours a day a fast worker can, at these rates, earn about 25 cents a day. Since the NRA codes were abolished, efforts to raise homework standards, and to prohibit homework involving a health hazard to the consumer have been defeated in the Pennsylvania state legislature.

Labor Laws—Elimination of industrial homework through state and federal legislation, was urged by the third national conference on labor legislation, called by Frances Perkins, Secretary of Labor, in Washington, November 11-13. The conference declared itself in favor of state and federal minimum wage laws, and endorsed "the proposal of an amendment to the Constitution to permit without question effective state and federal minimum wage legislation." The conference also endorsed the eight-hour day and forty-hour week as a maximum for all workers; full participation by the United States in the work

of the International Labor Office; a sixteen-year minimum for children in industry, and ratification of the child labor amendment. The conference also went on record as favoring the development of "an adequate foundation for state labor administration through state labor departments with broad powers and adequate appropriations to perform both fact-finding and administrative functions and to suggest programs of labor legislation."

Minimum Wage—Just as this issue was going to press came word that the constitutionality of the Ohio minimum wage law had been upheld in a three-judge federal court, Judge Florence Allen presiding. The cases were brought, not by employers, but by employes. Since the Ohio state constitution contains a section authorizing adoption of minimum wage laws by the legislature, the constitutionality was questioned in relation to the federal, not the state constitution. It is understood an attempt will be made to carry the cases to the U. S. Supreme Court. The Ohio law is almost identical with the New York law, which the highest court last spring declared unconstitutional. [See *Survey Graphic,* July 1936, page 412.]

Civil Service

"THE course of true love never did run smooth." Civil service status long has been one of the dearest goals of New York City's employe organization of public relief workers, recently included in the AF of L through its affiliate, the American Federation of State, County and Municipal Employes.

Last year, the New York state legislature enacted laws providing for the transfer of emergency relief functions to permanent public welfare departments, state and city, on recommendation of the Governor's Commission on Unemployment Relief. This immediately involved civil service status, and the legislature, after a considerable contest, passed the Hendel bill, enabling all emergency relief bureaus in the state to place their staffs in the classified civil service, after civil service examinations; excluding the use of already existing civil service eligible lists to fill relief staff jobs under the new public auspices; and requiring that due credit shall be given for experience with the ERB.

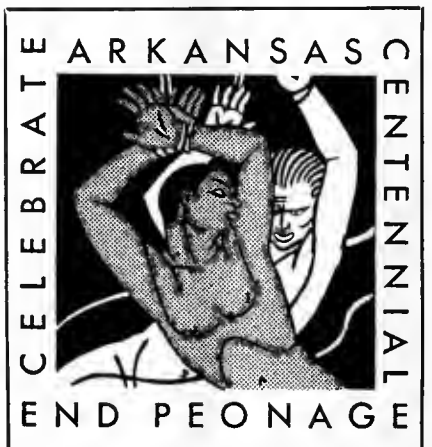
In New York City, the civil service commission first turned its attention to the 3000 investigators in the ERB and ruled that, although entrance requirements would be waived for staff candidates by virtue of present employment, the group nevertheless must pass an open competitive examination before receiving civil service appointment under the city welfare department. This threw out an earlier tentative agreement, whereby all staff members who received a passing mark would be qualified over outsiders.

Waging a vigorous fight on the "open competitive" point, with a large degree of sympathy from higher-ups and the social work profession generally, the embattled ERB staff investigators have proclaimed their willingness to have their "paper" qualifications tested, but protest an open contest with outsiders who do not possess the important, but not easily tested, qualification of experience. The civil service commission has answered to the effect that the state constitution requires that civil service examinations be "open competitive," and that weighting for experience will be allowed, in making appointments.

As the employes' union sees it, the catch is that no satisfactory declaration has been made as to how that weighting shall be determined. Without such assurance, they feel, the examination remains in effect "open competitive." They believe, further, that any extensive disruption of the present organized and experienced staff not only will fail to satisfy the original intent of the state legislature but also will work hardship on relief clients.

But, the civil service commission says, a definite declaration from them, as to weighting for experience, might render the examination open to the constitutional objection that it was not "open competitive." The commission has expressed itself, further, as believing that staff members have little to fear and with few exceptions will be retained. Of 11,000 applicants for the examination to date, nearly half are now employed in some capacity by ERB.

Those employes of the ERB not affected by the present controversy see in it a forecast of their own fate in the course of the transfer of the entire bureau to the city welfare department, now scheduled for July 1. A proposal for a strike "in case all other resources fail" was passed by a majority in the employes' union. Mayor La Guardia has appealed to them not to strike, saying that "to leave their employment at this time would disqualify them from obtaining the experience credit which is based on actual employment at the time of taking the examination."



ROCKWELL KENT designed the stamp with which the Workers Defense League, 112 East 19 Street, New York, is raising funds to defend sharecroppers and farm workers arrested for union activities. The stamp links the campaign to end peonage with the Arkansas centennial celebration.

Social Insurance

OYSTER workers are among the problem cases of the Social Security Board. Some of them work at sea. Seamen are not covered by the Security Act. Some of them work ashore. They are included. And, just to make it harder for the oyster workers and for the Security Board, some of them spend half the day on shipboard and work the rest of the day ashore.

Exempt Employers—Banks which are members of the Federal Reserve System have been declared exempt from social security taxes by the Bureau of Internal Revenue. *The American Banker* reports that many financial writers in Washington "understand" that the American Bankers Association will favor a bill in the next Congress which would put all bank employes under the Security Act. . . . Elmer F. Andrews, New York State industrial commissioner, announces that many applications are being received from exempted employers who voluntarily wish to take advantage of the State Unemployment Insurance plan, as the law permits them to do. Among these applications for voluntary coverage are those from doctors, lawyers and other professional people with a staff of fewer than four workers, small tradesmen and restaurant owners, research institutions, private schools, charitable and religious organizations.

Administration—With the cooperation of 45,000 post offices, the Social Security Board is carrying forward the enormous task of setting up accounts for some 26 million individuals for whom old age benefits will begin to accrue on January 1. An identification card, similar to an insurance identification card and bearing the number of his account, is being issued to each employe covered by the plan. . . . Fifty-six field

offices of the Social Security Board have been set up in all parts of the country, to work with postmasters, employers and employes in handling applications for social security accounts. These offices are under the direct supervision of the Bureau of Federal Old Age Benefits, and are cooperating with the central accounting post offices in each district. . . . To prevent "accidental victimization of workers as a result of the administration of the Security Act," the Board announces that any covered employe may at any time change the name under which his account is carried, or his identification number. . . . John G. Winant, former governor of New Hampshire and first chairman of the Social Security Board, is returning to the board, at least temporarily, to complete the task of organization. He resigned during the campaign, and resumes his post at the request of President Roosevelt.

Company Plans—A writer in *The Journal of Commerce* finds that a majority of firms with old age benefit systems of their own have not discontinued them. Rather, they are modifying their systems to integrate them with the provisions of the Social Security Act, so that the worker stands to gain rather than to lose. . . . On March 31, 1936, the eight insurance companies doing 95 percent of the group old age insurance business in this country were administering 441 company plans covering 349,000 workers.

The General Electric Company, which has had an old age pension plan since 1912, announces that employes taken on since January 1, 1936 will be covered solely by the federal old age benefit plan on the first $3000 in pay. Employes in this category receiving more than $3000 may put 6 percent of the excess into a pension trust, and the company will add 3 percent. For employes engaged before January 1, 1936, the company announces that payments under the company plan may be reduced by an amount not exceeding the sum received by the pensioned employe under a state or federal plan to which the company contributes. . . . The Bell System's affiliates have announced to their 270,000 employes that, while complying with the requirements of the Social Security Act, the companies will continue their own old age benefit plan in such a manner that "should the federal program remain unchanged until 1942, workers will receive an amount equal to the full company pension and one half the government pension." . . . The General Foods Corporation employes' retirement plan, in effect for the past two years, will continue in force pending a test of the constitutionality of the Social Security Act. . . . The Mills Novelty Company of Chicago has announced that the company will pay both its own and its employes' taxes under the old age benefit title of the Social Security Act. The decision affects 2600 employes.

State Legislation—Texas is the fifteenth state (including the District of Columbia) to have a state unemployment insurance law approved by the Social Security Board. The Texas law is of the pooled fund type, with maximum benefits of $15 a week for fifteen weeks a year, and "extended benefits" of ten additional weeks for employes with long service records. Employes do not contribute to the fund. . . . Governor Johnson of Colorado is calling a special session of the state legislature to enact unemployment insurance legislation, as recommended by the special committee appointed to study the question. . . . An extraordinary session of the Connecticut legislature is considering an unemployment insurance bill of the pooled fund type, recommended by a special commission. . . . Governor-elect Frank Murphy of Michigan has appointed a commission, headed by William Haber, to analyze social security needs in that state, and to draft laws for submission to the legislature when it convenes in January. . . . A telegraphic poll of members of the general assembly in Virginia indicates that a majority of both houses favors a special session, before January 1, to consider an unemployment compensation measure. . . . Governor Lehman of New York, re-elected for a third term, plans a militant fight to obtain enactment of a "full social security law" at the coming session of the legislature.

States Vote

SOCIAL security questions in the form of referendum measures or constitutional amendments were voted on November 3, in eight states: Colorado, Florida, Kansas, Louisiana, Nevada, Oregon, South Carolina and Washington.

Florida, Kansas, Louisiana and South Carolina adopted constitutional amendments empowering the legislatures to enact public assistance laws, while Kansas and Louisiana lawmakers were given specific authority to deal with unemployment insurance.

A new constitutional amendment in Colorado replaces the present old age pension plan with one which provides for *minimum* pensions of $45 a month to all citizens over *sixty* years of age. Since federal funds are not available to supplement pensions of more than $30 a month, nor to persons between the ages of sixty and sixty-five, state officials fear that this amendment, by earmarking for old age assistance certain funds needed for aid to dependent children and for general relief purposes, will have a disastrous effect on the public assistance program of the state. Estimates of the additional cost of the liberalized pensions range from $8 million to $13 million annually.

Voters in Nevada, Oregon and Washington defeated old age assistance measures. The initiated measure in Washington would have liberalized the present scheme by granting standard allowances of "reasonable amounts" not to exceed $100 a month to the aged or to persons totally blind or disabled. The Nevada proposal contained a residence requirement of fifteen years, which would have made the state ineligible for federal aid. Old age pensions in Oregon would have been practically wiped out had the referendum succeeded there, according to information from that state.

In Georgia, a social security amendment was kept off the ballot by the governor's veto. In Arizona, Arkansas and Oklahoma, initiated measures were kept off the ballot by technical defects.

Public Assistance

OLD age assistance under the Social Security Act passed the million mark in November. With all but eight states now participating in the program, the estimated number of old people receiving cash allowances in November was 1,046,730—an increase of about 182,000 since August. More than two and one half times as many old people are now being aided under this state-federal program as were receiving state old age pensions in 1935.

Four state public assistance plans were approved by the Social Security Board in the thirty-day period ending November 15—for old age assistance in Florida, aid to the blind in Louisiana and North Dakota, and aid to dependent children in Pennsylvania. This brings the total number of approved state plans to forty-two for the aged and twenty-seven each for the blind and for dependent children. Of the forty-three states having approved plans for some form of public assistance, twenty-three are participating in all three programs.

In November, 1,413,605 persons—337,800 children and 29,075 blind in addition to the more than a million aged—received assistance under these three plans as compared to approximately 1,072,000 in August. Federal public assistance grants from February 1 to November 14 totaled $91,115,327, of which $79,817,955 was for old age assistance, $3,092,703, for aid to the blind, and $8,024,669 for aid to dependent children. The participating states already

are aiding a substantially larger number of children than were cared for under state mothers' aid laws prior to the passage of the Act. What is at least equally important, under the more flexible provisions of their new federal-state plans they are able to give increasing attention to the welfare of the child, both as an individual and in relation to his family group.

As public assistance has gone into action in the states and in their local subdivisions, the need for coöperation—among state agencies and between states, as well as between the states and the federal board—has become increasingly evident. Within each state, there is the problem of integrating the state and local public assistance administration and of correlating with it the work of various other agencies. The cash public assistance allowance, important as it is, will not solve all the difficulties of those in need. Public assistance administrators are already looking toward increasing cooperation among welfare agencies—community, state, and federal, public and private—as one of the most effective ways of making the social security program the nucleus for comprehensive state public welfare services.

Problems of interstate relationship are also engaging their attention and attempts are already being made to work out agreements between the various states in order to meet such practical difficulties as the following: An old person (it might equally well be one of the blind or a dependent child) living in one state may have relatives in another state who, though unable to give him complete support, offer him a home in which he would be welcome and happy. But under most state laws he must stay where he is, and remain wholly dependent on public assistance, although the state would save money and the man himself would be better off if this opportunity could be accepted. A number of states are already considering the possibility of developing interstate agreements to meet this difficulty.

Similar agreements may also be worked out to provide for aged and blind persons who, after having lived most of their lives in one state, move to another and find themselves in need. Under most state laws, they are ineligible for state-federal assistance—in the old state because they have lost their claim of residence, and in the new state because they have not lived there long enough to establish their claim. The burden of providing for these people is usually added to the local relief load (with or without state aid). In the interests of economy, the states could work out reciprocal agreements so as to secure federal assistance in caring for these persons. Since movement between neighboring states probably would be pretty equally balanced, and since there is nothing in the Social Security Act to prevent such arrangement, it seems likely that some cooperative scheme for meeting these situations will be developed.

In Print—Now available in reprint form is Mary Irene Atkinson's article, Organizing for Child Welfare Grants-in-Aid, first published in the *Social Service Review,* September 1936. (From the U.S. Children's Bureau, Department of Labor, Washington.)

The Public's Health

WITH group hospitalization plans currently estimated to enlist nearly a half million subscribers in sixty communities, the Julius Rosenwald Fund has voted $100,000 to the American Hospital Association for the study and development of voluntary hospital insurance. A special committee on hospital service, with C. Rufus Rorem as executive director, will carry forward the proposed study. The committee will give technical advice and consultation to group hospitalization plans existing or being formed, and will work on the relations of such hospital services with the medical profession, public welfare, insurance and hospital interests. The program is a continuation of activities of the AHA since 1933, when trustees of the association first endorsed group hospitalization.

Recently in Baltimore a non-profit civic enterprise to furnish hospital service on a subscription basis to public and private employe groups was undertaken, with medical and dental societies, as well as hospitals, participating.

Social Hygiene—Plans are under way for the first National Social Hygiene Day, to be observed February 3, 1937. The American Social Hygiene Association, sponsor of the plans, will hold its annual meeting on that day, simultaneously with local organizations all over the United States. It is believed that the observance will help to capitalize the new interest observable throughout the country in Surgeon General Parran's challenge, "Stamp out syphilis."

Nutrition—America is not alone in its interest in proper foods and diets. The *Journal* of the Chinese Chemical Society, according to the World in Brief news service, reports a study made by research workers at Fukien University, Foochow, indicating that the common Chinese fan fish contains an oil superior to that of the cod in vitamin content, taste and odor, and much lower in cost. . . . Native Indian scholars in the department of biochemistry, Indian Institute of Sciences at Bangalore, claim to have demonstrated that donkey's milk is one and a half times as digestible as cow's milk.

By Social Security—Local public health projects of many sorts are being established under operations of the Social Security Act. The Bureau of Maternal and Child Health of Indiana has extended its services to nineteen counties. A traveling dental unit was an early acquisition of the bureau. . . . The first local health unit in New Jersey under the Social Security Act has been organized in Long Branch, for Monmouth County. . . . In Colorado, an initiative statute has been adopted by the state legislature to provide for assistance to the needy tuberculous through "cooperation with the Social Security Board or other federal agency." . . . Massachusetts' state commissioner of health, Dr. Henry D. Chadwick, reports plans for using Social Security funds to expand state health department activities. Projects will include district milk laboratories in rural areas and ten clinics for crippled children.

Nurses and Nursing

THIS year marks a Silver Jubilee for the NOPHN. Organized with the intent of fostering, promoting and coordinating public health nursing—"which sounded simple enough," says the organization—the work itself "has been somewhat less simple. We've weathered the depression and to some extent it has weathered us. . . . Both nurse and NOPHN have had enough of it. Now what we both want is a celebration . . . and we're going to have it," they announced, as they enrolled their eight-thousandth member.

WPA and State—Communities in New York State have benefitted in the last three years by more than two million visits from community nurses sponsored and supervised by the State Department of Health and financed by the WPA. More than 900,000 of these visits gave bedside care to the needy sick. Others were in the interests of specific health instruction in the home, mostly to expectant mothers, mothers of newborn infants, or others having health problems involving infants or pre-school children. These services were given in 56 percent of cases to families on relief; the balance helped those who were otherwise able to maintain themselves but could not afford nursing service. (Com-

munity Nursing, A Supplementary Statewide Program of Public Health Nursing. From the Department of Health, Albany, N. Y.)

Supply and Demand—The vexed problem of over or undersupply of nurses, long the subject of study by national nursing organizations, is receiving attention from other sources, notably from the Russell Sage Foundation in a newly issued study by Esther Lucile Brown. Her conclusions are in line with the thinking of the League for Nursing Education, the NOPHN and the ANA, in their efforts of late years to raise educational standards and restrict the number of small, low standard hospital training schools which serve a largely utilitarian function. (Nursing As a Profession. Price 75 cents direct from the foundation, 130 East 22 Street, New York.) Miss Brown draws attention particularly to the uneven geographic distribution of nurses. With a total white population of 244,000 in twenty-six parishes of Louisiana, not a single active graduate nurse was found. In Schoharie County N. Y., there is but one trained nurse to every 5391 persons, while in the borough of Manhattan there is a trained nurse to each 234 of the population.

At the recent annual meeting of the American Hospital Association grave concern was expressed lest a serious shortage of nurses occur. The needs of the rural areas were particularly stressed. Discussing the hospital folk's expressions, the *Journal* of the ANA said: "It is quite probable that careful analysis of community resources by appropriate groups would reveal no true shortage of nurses, but rather a faulty distribution based, in part at least, on unsatisfactory conditions of hours, incomes, and inept administration of graduate staff nursing in hospitals. The ANA study of salaries, incomes and conditions of employment will throw needed light on these aspects of the situation."

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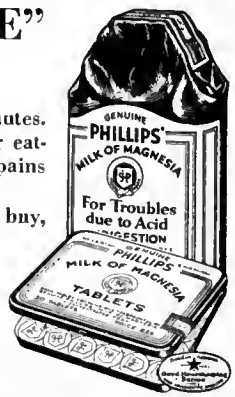

PHILLIPS' ***MILK OF MAGNESIA***

School Health

COOPERATIVE action is today's guidepost to school health. In New York City, recently, the Public Education Association, with forty interested agencies participating, held a special meeting on the school child and his health. Dr. John L. Rice, commissioner of health, and Harold G. Campbell, superintendent of schools, joined with others in pleading for cooperative action on health conditions in the public schools.

A four-year study by a committee on health work in the New York City schools recently was initiated at the request of Dr. Rice and Mr. Campbell. It will be financed by joint grants from the Milbank Memorial Fund, Metropolitan Life Insurance Company and the Liquidation Committee of the American Child Health Association.

A recent conference in Harrisburg, Pa., was called by Lester K. Ade, state superintendent of public instruction, to coordinate efforts of state and national agencies for the school health program. A permanent health council for the purpose was proposed. Among the problems considered were cooperation in the enforcement of school sanitary laws, and in assurance of remedial measures for defects found in medical inspections; use of dental clinics; care and education of crippled children; inspection and remedial work with pre-school children; cooperation in providing school nursing service for all school children.

Homework—The *Ohio Health News* points out the health dangers in homework for school children and quotes deliberations of the Association of District Superintendents of New York City to the effect that: "Compulsory homework for children should be prohibited below the fourth school year. For pupils in seventh-year classes, the maximum time for home lessons should be one hour. In eighth-year classes it should be one hour and a half. . . . In every school, some uniform plan should be adopted to regulate the general plan of home study, and throughout all grades teachers should be directed in the use of the study period where such period is utilized." The *News* warns further that home conditions should be taken into account, and that any real solution of the problem requires the joint research of health authorities, school management and school medical services.

College Students—A special research project on the health of college students is on this year's program of the American Youth Commission of the American Council on Education, directed by Harold S. Diehl, University of Minnesota, and Charles E. Shepard, Stanford University. Graduate students will gather information through arrangement with NYA. The Youth Commission itself is a privately financed

non-governmental agency, set up to make a long time study on the care and education of American youth.

In School and Out

FEAR of "the hex" is being banished from Pennsylvania, say public school authorities. This terror which has haunted many rural communities since the days of the early settlers, is being conquered by school teachers who find that science instruction, even in the lower grades, is an effective weapon against superstition. Country children are learning to laugh at "signs" and "spells" which terrified their families only a few years ago. Court records show the "hex" responsible for many crimes over the last half century, including murder and arson.

Adult Education—A new building to house an experimental adult education project was dedicated by the University of Minnesota last month. It includes living quarters for one hundred students, clubrooms, a chapel, conference and classrooms, a library, refectory, and a subterranean garage. The project has grown out of the suggestion of President Lotus D. Coffman in 1934 that technicians and professional people should have an opportunity to return to the university for intensive short courses to help them keep abreast of their fields. Under the experimental program, courses will be brief, with many units lasting only a week. Instruction will be mainly through lectures and discussion groups. The faculty of the university will be augmented by experts from each area of study. . . . An elaborate study of the educational status of the adult population of Chicago, recently completed for the sociology department of the University of Chicago by Richard O. Lang, throws some light on the formal educational equipment of the "average adult," the typical patron of adult education facilities. According to Mr. Lang's findings, 60 percent of Chicago's adult population have had no schooling beyond the eighth grade; 26.5 percent have had three years of highschool or more; 8.7 percent have had at least one year of college. For the entire population of the city eighteen years old or above, the average grade completed in school is 8.1. . . . A preliminary report of the ten public forum demonstration centers, organized under the leadership of the U. S. Office of Education, is published as an illustrated pamphlet. (A Step Forward for Adult Civic Education. Price 10 cents from the superintendent of documents, Washington.) The demonstrations are in both rural and urban communities. This report stresses "the basic principles and provisions which are fundamental to the . . . demonstrations," namely: local responsibility and control; forum leaders and discussion subjects determined by the local management; ten or more meetings held in each community; forums free to the public; each project expected to contribute its experience and research to the public agencies of education.

AMERICA has many public monuments to her pioneers. But that pioneer in social relations, Jane Addams, built in Hull-House the only monument she ever wanted. Jane Addams remains as she always was, a vivid person. The memorial medal by Nancy Cox-McCormack, here reproduced, suggests some of her living quality. Several hundred medals have been made available by the Memorial Fund, 800 South Halsted Street, Chicago. Price five dollars.

One City's Youth—The collection of "basic information" on the youth problem in Denver, Colo., obtained through personal interviews with 6591 young people between sixteen and twenty-four years of age, has produced some significant findings. They are summarized in a recent report, Business Study No. 83, Bureau of Business and Social Research, University of Denver. The carefully analyzed data show that for the most part Denver's young people live at home. Of the sampling, 47 percent have completed highschool, one third have been to college, 2.3 percent have finished college. "The extent of educational training received by youth is materially affected by family income." The median weekly wage of those employed is $14.02. Of those working full time, 20 percent have vocational preparation for their present jobs, 23.6 percent preparation for other jobs; 56.4 percent, no vocational preparation at all. The study was made through the cooperation of the Committee on Youth Problems in the U.S. Office of Education, the state relief administration and the department of public instruction.

Compulsory Drill—In spite of an active campaign in its favor, the referendum measure on the Oregon ballot to abolish compulsory military training in all state supported schools was defeated by a seven-to-five vote. Military training is on a compulsory basis at the University of Oregon and at the State Agricultural College. For five years before the referendum was taken, various efforts to make the courses optional had failed. About one fifth more than the required number of signatures were obtained on the initiative petition. The measure was opposed by the American Legion and by other influential groups. . . . In Carbondale, Ill., where the school board voted four to one to establish a highschool unit of the ROTC the proposal was decisively defeated in an unofficial referendum vote held under the leadership of the local ministerial association. . . . A report on the present status of military training in schools and colleges, prepared by a special committee of the National Peace Conference, 8 West 40 Street, New York, shows "the increasing extension of military training in our civil schools and colleges," and analyzes legislative proposals to prohibit compulsory training on highschool and college campuses.

Community Audit—The present needs of Philadelphia's children, and the city's present resources for meeting them were the theme of a recent luncheon conference of the children's department of the Council of Social Agencies. In discussing the part of the schools in a community program for children, Winifred Notman Prince pointed out that about one third of the youth of Pennsylvania between sixteen and twenty-one were in school at the time of the last census, "the others were drifting in and out of jobs." Describing the social as well as the individual loss involved in unplanned, untrained years after formal schooling ends, she urged: "We must accept the responsibility of planning for the total lives of the young instead of for five hours of 180 days in each of ten years," making full use of school buildings, play areas, parks and other community facilities.

Skill Needed—An organized effort to establish apprentice training in the state for all lines of skilled work was recommended at the state National Youth Administration conference in New York. The recommendation was based on the need of youth for jobs

and the present shortage of skilled workers. Dr. Oakley Furney, chief of the industrial bureau of the state education department, suggested that representatives of schools, employers and organized labor outline a program for such training. Opportunity for youth in the skilled trades was indicated by the report of the committee on employment of the U.S. Chamber of Commerce, which declares that there is a national shortage of skilled labor in industry.

Housing

SPOKEN not by an ordinary housing "fan," but by the President of the United States, were these words uttered publicly just prior to election: "We have too long neglected the housing problem of our lower income groups. We have spent large sums of money on parks, on highways, on bridges, on museums and for other projects of civic betterment. . . . But we have not yet begun adequately to spend money in order to help the families in the overcrowded sections of our cities to live as Americans have a right to live. . . . You and I will not be content until city, state and federal governments join with private capital in helping every American family to live that way. . . . We who believe in better housing have not been defeated. I am confident that the next congress will start us on our way with a sound housing policy."

Whether or not this means that the successor to the Wagner housing bill, which died with the last Congress, will become a presidential "must" in the next one, remains to be seen.

Alleys Go — Washington's Alley Dwelling Authority has recently opened its first low rental housing project for Negroes. [See *The Survey,* December 1935, page 377.] On the site of one of the city's worst former slums, the project consists of eleven reconditioned buildings and twelve new four-room houses with modern equipment, renting from $15.50 to $28 a month. The houses form an open court facing a grass plot. According to John Ihlder, director of the authority, this project will be self liquidating, rents being based on cost of site, construction and overhead plus 3 percent on the capital invested. The development is called Hopkins Place in honor of Mrs. Archibald Hopkins who labored so long to wipe out the alley slums of Washington. It represents, says Mr. Ihlder, "the least that the informed public in the District of Columbia will accept from now on." The authority has acquired a number of Washington's two hundred alley squares, demolished the buildings, and put the property to appropriate use—whether for housing, recreation, parking, or as sites for storage garages.

England Acts — The Minister of Health has announced that on January 1 the law against overcrowding, passed in 1935, will become operative in a large part of the kingdom. After that date local governments will be empowered to cause the eviction of enough tenants to bring occupancy down to prescribed standards and to levy fines against landlords who fail to report overcrowded conditions in their dwellings not already known to the local government.

Since the passage of the Act about nine million homes have been inspected preparatory to its enforcement. Full information is given in The Report on the Overcrowding Survey in England and Wales, 1936. (Price $2.25 from the British Library of Information, 220 Madison Avenue, New York.)

New Zealand is working on a government housing and slum clearance program which aims at a house set in a garden for every worker in the country. The government anticipates spending at least $25 million the first year for houses, built on state land, to rent for approximately $5 a week.

They Do Pay — Up to September first, tenants in twenty-five resettlement projects in thirteen states, completed or nearing completion, had added $187,323 to the U. S. Treasury in rent payment, varying from $7.50 to $14.50 a month. "Perhaps," says Major J. O. Walker, director of the management division of the RA, "this record of our collections may persuade landlords that a low income family does recognize and meet its obligations promptly." . . . On the other hand, the Home Owners Loan Corporation, dealing with a higher economic group, has authorized foreclosure proceedings on approximately 38,000 properties. The reasons advanced are principally wilful default, abandonment of property and legal difficulties, due to such causes as the death of the owner.

Negro Housing—If the present rate of applications continues there will be a waiting army of 15,000 would-be tenants when Harlem Houses, the PWA project for Negroes in New York City, is completed next July. This situation, says H. A. Gray, director of the PWA housing division, is striking proof of a shortage of decent housing in Harlem at rentals commensurate with the purses of its population. That the Harlem situation is typical of Negro housing the country over was attested at a conference on better housing among Negroes held recently under the auspices of the Washington, D. C. Conference on Housing. Although, it was agreed, the most important issues in housing are economic and environmental, covenants and restrictions preventing the normal expansion of areas open to Negro occupancy make the problem of Negro housing increasingly acute. It should be noted that more than a third of the PWA public housing projects are designed for Negro tenancy.

For Social Workers—As a first step toward pooling the housing experience of social agencies the housing committee of the AASW has published Bulletin No. 1, Housing Work of Family Agencies, summarizing the programs of six family societies in New York City. (From the AASW, 130 East 22 Street, New York.)

Volunteers

BELIEVING that volunteer workers, as well as professional, need to see their communities whole, the Rochester Council of Social Agencies maintains an active and well-organized department of volunteers. The department's functions include the same coordination of programs, joint planning and common action recognized as essential in other arms of social work. The roll of members includes volunteers from twenty Rochester social agencies and boasts a specially designed membership button.

On occasions calling for mobilization of large groups of volunteers, the department has been of particular service. Typical activities have been a survey of boys returned from CCC camps, a special home visiting program for the Emergency Work Bureau, and efforts related to community chest drives.

The department, through its training programs, aims to fit the volunteer for her job, and, by outlining specific qualifications, to select the right job for the volunteer. At present, the council is carrying out a survey of volunteer social work in Rochester. Incomplete findings indicate that about 16,000 different kinds of non-paid jobs are being performed, covering a wide range of agencies and activities.

For Board Members—Designed particularly for board members was a course given this season in St. Louis by Leah Feder, of the George Warren Brown Department of Social Work of Washington University, and arranged by the Community Council's department

of volunteer service. Two mornings a week for eight sessions, the class discussed the board member's special function, explored exhaustively special board interests and functions, and the philosophies, history, and fundamental principles governing the organization and functioning of a board.

Club Program—The Pennsylvania Birth Control Federation has prepared and distributed to the federated women's clubs of the state an ingenious plan and study outline for a discussion meeting on birth control. The General Federation of Women's Clubs and more than a dozen state federations have passed resolutions favoring intensive study of birth control and eugenic sterilization and supporting the legalization of contraceptive advice. Copies of the program booklet may be obtained from the American Birth Control League, 515 Madison Avenue, New York. (Price 25 cents.)

Junior Leagues—In Raleigh, N. C., where there is no council of social agencies and where community chest activity is a function of the Chamber of Commerce, the local Junior League is financing a survey of the city's social agencies, aiming to gather facts for a reorganization of the chest plan and a better evaluation of local social services. . . . The only children's service and boarding home care organization in Miami, Fla., is the Children's Service Bureau of Dade County which this year is sponsored and financed by the Junior League of Miami. Working in close cooperation with the state board of public welfare and with the State Children's Home and Aid, the league hopes so to establish the agency in the community that after this year's demonstration it will continue on its own feet. . . . The Columbus, Ohio, Junior League for the past three years has employed a professional social worker, Kathleen Hambly, as secretary of volunteer placement. It is her responsibility not only to stimulate social agency interest in lay participation but also to direct and train volunteers in their jobs. Miss Hambly's work this year has expanded into a central bureau for placement of volunteers, administered as a part of the Council of Social Agencies, with the league paying costs and the service made available to all volunteers in the city. This is looked on as a demonstration service, eventually to become a part of the Community Fund.

In Print—The Board Member, "a guide to the discharging of administrative responsibilities for social work," has been published for the New Haven Council of Social Agencies by the Yale University Press. The manual, prepared by a council sub-committee on administrative practice, Anne R. Winslow, chairman, and designed for board members who take their position seriously, presents outlines for study of every facet of board responsibility. While drawn primarily from private agency experience, much of the material is equally applicable to public agencies. A bibliography is included. (Price $1 from the council, New Haven, Conn.)

People and Things

SINCE the turn of the century, Mary Willcox Glenn has been contributing leadership continuously in the developing field of family welfare work. A Baltimorean by birth, Mrs. Glenn came into social work as a COS visitor at a time when effective social work was experiencing its first professional stirrings. In executive positions in Baltimore, and later in New York as a volunteer, Mrs. Glenn helped to guide what was then called the organization of charity. In 1911, the country-wide body was formed, the National Association of Societies for Organizing Charity, from which has evolved the present Family Welfare Association of America. Since 1920 Mrs. Glenn has been president of the FWAA, an office from which she retired last month, when the association celebrated its twenty-fifth anniversary.

Photo by Pels

The name of Glenn looms large in voluntary social work, embellished with the achievements not only of Mrs. Glenn but also of her husband, John M. Glenn, from 1907-31 director of the Russell Sage Foundation. In 1915 Mrs. Glenn was president of the National Conference of Social Work; Mr. Glenn held that office in 1901. She was a founder of the International Migration Service and is president of the National Council of the Church Mission of Help.

With Honor—For its annual honor for distinguished civic service, the St. Louis Award Committee has designated Charles Nagel, a leader in national, state and city affairs for a generation. Mr. Nagel was president of the United Charities Campaign from its organization in 1932 until about a year ago. When the UCC recently was threatened with dissolution, he threw his influence into the balance and held it together. The award committee in its citation said: "For his achievement in persuading the Catholic Charities, Community Fund and Jewish Federation to continue their cooperative philanthropic efforts in St. Louis under the direction of the United Charities. . . ."

The 1936 Public Welfare Medal of the National Academy of Sciences has been awarded to Dr. Frederick F. Russell, lecturer in preventive medicine and epidemiology at Harvard Medical School, and former director of the International Health Division of the Rockefeller Foundation.

Virginia C. Gildersleeve, dean of Barnard College, New York, this year received the annual gold medal of the American Woman's Association, awarded "for outstanding achievement in her own field by a woman in the metropolitan area during the past year."

Margaret Sanger, in recognition of her leadership in the birth control movement, received the annual Award of Honor given by New York's Town Hall Club to the member who has made "the most conspicuous contribution to the enlargement and enrichment of life."

A memorial to Charles B. Stover, one time social-minded commissioner of parks for New York City, recently was dedicated in the Shakespeare garden of Central Park. To Mr. Stover's efforts, the city's East Side is indebted for the benefits it derives from Seward Park, for which he was responsible.

Comings and Goings—The Public Charities Association of Pennsylvania recently elected as president Earl G. Harrison of Philadelphia. Dr. Camilla M. Anderson, of Pittsburgh, who has had wide experience in Pennsylvania hospitals, is the new full time secretary of the association's mental hygiene committee. . . . Dr. George K. Pratt recently was appointed medical director for the Connecticut Society for Mental Hygiene, succeeding Dr. E. Van Norman Emery, who has been appointed professor of social psychiatry at Washington University, St. Louis.

Brigadier Edwin Perrett, for nine years divisional secretary of the New York area of the Salvation Army, has been appointed to the northern New England division.

Dr. John Slawson, director of the Jewish Board of Guardians has taken on the additional duty of directing the Hawthorne-Cedar Knolls School, a position from which Harry M. Shulman recently resigned. Joseph Galkin is the new assistant director. . . . Helen F. Leighty, formerly with the New York PTA has succeeded Mary Arnold as director of the New York Children's

Welfare Federation. Miss Arnold has been appointed secretary of the city's Committee on Neighborhood Health Development, which functions under the Health Department. . . . The department of research and publicity of the National Child Labor Committee has added to its staff Jane Whitbread, just out of Vassar College.

The Music School Settlement of Brooklyn, N. Y. has a new director, Theodore F. Fitch from Rochester University, and a new associate director, Elizabeth Bussing who has been working on neighborhood studies with Mayor La Guardia's Committee on City Planning for New York.

SSB—The Social Security Board has appointed Roger F. Evans, businessman and recently director of the industrial bureau of the Philadelphia Chamber of Commerce, as special supervisor of field organization for the board's bureau of federal old age benefits.

Murray L. Latimer has resigned as director of the bureau, so that he may be able to devote all his time to the Railroad Retirement Board, of which he has been chairman. He is succeeded by Henry P. Seidemann of Texas who has been coordinator for the board and has had long experience as a technical adviser to governments and governmental agencies. . . . Norman Ware, from Wesleyan University, Middletown, Conn. has been appointed senior economist with the bureau of research and statistics of the Social Security Board.

Anne Geddes resigned recently from the Russell Sage Foundation to become a senior regional statistician with the board, for the New England region. Miss Geddes has been in Washington for more than a year, on leave with the WPA's Division of Social Research.

Schools and Studies—Teachers College, Columbia University, this year has developed its courses for the handicapped into a new department, Education for the Handicapped. Courses in teaching lip reading and a clinical course in survey of ear conditions are given by Estelle Samuelson and by Dr. W. P. Fowler, respectively, under the auspices of the New York League for the Hard of Hearing.

Expanding into larger quarters at 84 Exeter Street, the Boston University School of Religion and Social Work this year initiates the degree of doctor of social science (S. Sc. D.), on the Ph. D. level, requiring field work. Two years' graduate study, also including field work, will be required for the degree of master of science. Another new development this year is an institute of character adjustment, for therapeutic and prophylactic service among delinquents, with field work on long-time projects. Charles R. Zahniser is director of the division and professor of social science.

Now in Washington—A new instructor in public welfare at the School of Social Work of Catholic University is Monica L. Lyman, recently with the Iowa ERA. . . . Beatrice Kasdin has left the St. Louis ERA for a federal WPA administrative job. . . . Rose Rabinoff, from the New York City ERB, is now case supervisor at the Jewish Social Service Agency. . . . Now with the RA are Albert W. Boehringer, from the Virginia ERA and Robert Van Hyning from the Maryland Board of State Aid and Charities. . . . A newcomer with the juvenile court is Genevieve Gabower, from Chicago, supervisor of probation. . . . The Travelers' Aid Society has added to its staff Mary Ellen Henderson and Anne R. Dunlap, from the Virginia ERA, and Evelyn Conway, new to social work.

The U. S. Children's Bureau has announced the appointment of Elsa C. Castendyck, of Minneapolis, as director of the bureau's delinquency division.

One of Ours—Winthrop D. Lane is still considered practically one of the staff at *The Survey* where, in 1911, he began a decade or so of hard work at an editorial desk. He has gone far and fast, however, since he left us, most recently in New Jersey, where he has tackled one stiff job after another. He is now taking leave of absence from his regular post as director of the state's division of parole in the Department of Institutions and Agencies to head the New Jersey commission to investigate causes of delinquency.

News Notes—The New York City Welfare Council will begin 1937 with new quarters. After January 1, its address will be 44 East 23 Street. The council has been housed in the Russell Sage Annex for more than five years. Its new quarters will be larger, and will be shared with the Social Service Exchange.

Phillip L. Ketchum, former community chest executive in Omaha, who resigned to devote himself to writing, will have a novel published this winter by Crowell. . . . Paul Bliss, now in North Dakota, has issued his annual Christmas book of verse, with the title, The Rye Is the Sea.

Dr. Louis Robinson, chairman of the Pennsylvania Committee on Penal Affairs, and an active member of the Prison Industries Reorganization Administration since its beginning, has been appointed chairman of the administration, succeeding Judge Joseph N. Ulman, who asked to be relieved.

Recognition as trade unionists has been given to workers in New York's private social agencies with the grant of an AF of L charter to the Association of Federation Workers, originally an organization of rank and file workers in the New York Jewish Federation. The group's official title now is Social Service Employes Union, Local 20334, AF of L. All employes, professional and otherwise, in New York social agencies supported by private philanthropy are eligible.

Lawrence K. Frank, who resigned recently as associate director of education of the General Education Board of the Rockefeller Foundation, and is now assistant to the president of the Josiah Macy Jr. Foundation, has been elected to the board of Sarah Lawrence College.

Heading a citizens' committee of ten, Nicholas Murray Butler, president of Columbia University, will serve on the New York City World's Fair Commission.

A new address at 80 Federal Street, Boston, adjoining the quarters of the Community Federation, will be shared by the Council of Social Agencies, the Health League and the Hospital Council. "For the first time Boston has one central point to which the public may turn for service, information or participation in social and health work," the *Bulletin* of the Council points out.

Meetings—The American Orthopsychiatric Association will meet February 18-20, 1937, in New York City. . . . The National Council of Geography Teachers will meet in Syracuse, N. Y., December 29-30.

The National Student's Sociological Conference will hold its fifth annual meeting in Chicago December 28-29, in conjunction with the meeting of the American Sociological Society. Information from Wesley Miller, Miami University, Oxford, Ohio.

At the request of social workers in Westchester County, N. Y., the social service department of Grasslands Hospital is sponsoring a series of meetings on The Social Significance of Disease. The discussions aim "to explain the physician to the social worker and vice-versa, in connection with each of the major categories of illnesses."

Book Reviews

"Against Crime"

YEARBOOK OF THE NATIONAL PROBATION ASSOCIATION, 1936. Edited by Marjorie Bell. Published by the Association. 432 pp. Price, cloth $1.75, paper $1.25, postpaid of *The Survey*.

THE papers given at the thirtieth annual meeting of the National Probation Association in Atlantic City last May are here offered as "current opinion on the treatment and prevention of delinquency and crime." They cover a wide range of subject matter grouped under such headings as: The Individual Approach to the Treatment of Delinquency, Children Under Federal Protection, Crime Control, Judicial Responsibility for Probation Standards, and Psychiatric Interpretation.

First in the volume are the eight addresses turning on the subject The Community Approach to Delinquency Prevention. These addresses emphasize at least two trends that have been developing during the depression period in the general area of social welfare. Greater emphasis is being placed on prevention of social maladjustments than was evident between 1914 and 1929. This is related to a second trend, that of an increased educational, interpretative program, plus a desire to discover and meet social needs on the basis of areas or regions. Neither of these trends is new to social work, but both have been given much greater attention through the coordinating council and similar movements.

The coordinating council movement is based fundamentally upon these newer concepts of the relation of social work to a community. Originating in the West, it has been interested primarily in the prevention of juvenile delinquency, but as these Atlantc City papers well indicate, that original concentration has been expanded in certain places to cover the entire field of child welfare; in others the program of the councils is almost identical with that of the council of social agencies. In fact, there are listed in the appended directory of coordinating councils the thirteen regional councils in New York City, nine of which were established before 1924, as well as the local council in Hartford, Conn., which developed from the recent Hartford survey.

Perhaps the most significant paper in the collection is that of Kenneth S. Beam, who has been studying the development of coordinating councils throughout the country for the National Probation Association. He emphasizes the results of this survey, with conclusions which well could be accepted as an outline for a textbook in social welfare organization. Mr. Beam suggests that for the successful development of a council, the sponsorship of "some well-known agency, public or private," is advisable. "Experience thus far would indicate that lay groups should not accept full responsibility for this type of work," in spite of the great assistance they have been in many areas in providing the initial organization. He has helpful suggestions also on the population area that a council might cover, on effective leadership, the time necessary to develop a really efficient program, and the circumstances under which a council might well stimulate agency activity rather than develop its own program of services.

The National Probation Association has done a service to social work organization in making these papers available, and especially in giving Mr. Beam the opportunity to summarize the results of the last few years of experience in this field.

WALTER W. PETTIT
New York School of Social Work

All Dressed Up

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK; ATLANTIC CITY 1936. Published for the Conference by the University of Chicago Press. 655 pp. Price $3 postpaid of *The Survey*.

WELL, well, well! A minor miracle!! Our honorable friend, "The Proceedings" has cast off its sober old maroon dress and its sober old typography, and in this, its sixty-third year, steps out like a debutante in tricky blue and tan binding and a bright modern type face—a volume that is a pleasure to the beholding as well as to the reading eye. The only earmark of dullness left is the title. Proceedings of the National Conference of Social Work is not, it must be admitted, provocative of reader interest. When some bright mind devises an engaging over-all title the last carping critic will be disarmed.

For the contents of the volume are not dull. The fifty-nine papers which the editorial committee has selected for inclusion all reflect the challenging quality of the Atlantic City conference. There is of course great diversity in the subject matter. What holds it all together and gives it pattern and cogency is that realistic forward thrust of thinking which stirred those who heard these papers at Atlantic City, as it will stir those who read them here.

Included in the volume is a portrait of the late J. Prentice Murphy, president-elect of the conference at the time of his death; a brief, eloquent tribute to his memory by the president, Msgr. Robert F. Keegan, and the record of his contribution, beginning in 1911, to the program and the committee work of the conference.

The editorial committee, Paul L. Benjamin, chairman, in its announcement of the Pugsley Award to Paul Kellogg for his paper, Employment Planning, said of it, "He presented a fearless and searching analysis of the conditions necessary 'to employ the tools of democracy.' His paper is written in the tough idiom of American speech. This is social work writing at its best."

GERTRUDE SPRINGER

Out of Introspection

SELF-CONSCIOUSNESS SELF-TREATED, by A. A. Roback. Sci-Art Publishers. 265 pp. Price $2.25 postpaid of *The Survey*.

AN expansion of an earlier edition entitled Self-Consciousness and Its Treatment, this book is designed to set forth, for the general reader with reasonable education, the basis of self-guidance out of the restrictive mazes of weedy introspection. Dr. Roback emphasizes the values of social evaluation, better self-understanding and reeducation of self in order to create a spirit that will feel at home in any social atmosphere.

Stress is placed upon the significance of self-occupation, the struggle for attainment, and a faith in one's self, founded upon the resolution to develop an attitude of social equality and power which is free from the unpleasant tension of self-depreciation. The book's potential field of success is limited by the number of intelligent persons who are capable of self-analysis, and able to synthesize all the old elements, together with a new organization of relationships, more favorable to personal development.

New York IRA S. WILE, M.D.

Man in His World

GEOGRAPHY—AN INTRODUCTION TO HUMAN ECOLOGY, by C. Langdon White and George T. Tenner, Appleton-Century. 790 pp. Price $4 postpaid of *The Survey*.

SEVERAL excellent textbooks have come from the pens of American geographers in the last few years, all designed for use in the "fundamentals course" in the first year of college. The objective of some authors is to tell how man uses his environment; of others, how he adjusts or adapts his economic activities or his behavior to his environment; or how he responds to his environment. Still another author takes for his goal "a study of the usual space relationships of phenomena on the face of the earth." To the practical teacher and still more practical student the form of organization in which the facts and principles are presented and the particu-

lar brand of philosophy of geography that the author holds are of little import. They are asking for substance, not mere garnishments implied by titles and prefaces.

Geography—an Introduction to Human Ecology, is well conceived, well organized, and well written. Its contents are divided into ten parts. First the inevitable, The Nature and Scope of Geography, followed by chapters entitled The Climatic Factor, The Biotic Factor, The Physiographic Factor, The Mineral Factor, The Hydro Factor, The Special Factor, Geographic Units, and, finally, The Social Factor.

These chapter titles might indicate that the book treats largely of the physical side of geography or human ecology, that the environmental is deterministic; but such is not the case. The philosophy of human ecology, the behavior of man (in the broadest sense, not the Watsonian interpretation) in the complex, natural, social world is thoroughly discussed. The book is scholarly, scientific, and interestingly written.

This reviewer, however, has one question to raise, not on this book especially but on all of its sort. From the standpoint of the accepted educational philosophy, is it better to treat principles first and trust that years later the student will apply them; or would it be better to evolve principles out of specific situations? Experienced teachers, interested in educational diagnostics, realize that the great weakness of our teaching lies in the lack of ability of our graduates to apply their knowledge.

A. E. PARKINS
Peabody College, Nashville, Tenn.

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Plan for Health Teaching

HANDBOOK OF HEALTH EDUCATION: A GUIDE FOR TEACHERS IN RURAL SCHOOLS, edited by Ruth E. Grout. Doubleday, Doran. 298 pp. Price $1.80 postpaid of *The Survey.*

THE plan for health teaching here presented is based on the experiences over a four-year period, of teachers in Cattaraugus County, New York, in connection with the School Health Education Project, financed by the Milbank Fund.

The leaders and teachers who cooperated accepted the point of view that, "If health is to be learned through living, the living must be genuine, which means that it must be rooted in its own situation." Many of the activities described sought to improve conditions in some little red schoolhouse or other where drinking cups needed cleaner handling, where windows were nailed shut or in disrepair, or where noon lunches needed improvement. Other activities were aimed at more effective team play among homes, schools and community health agencies. More than a hundred teachers contributed the descriptions of actual classroom activities which are the basis of the proposed plan of health teaching, and give much of its vitality.

In general organization, the book is well adapted for use in rural schools, but its subject matter will be of great value to any worker in health education. Two main themes are treated, Growth, and A Healthy Individual in a Healthful Community. It is obvious that the experiment which produced this handbook was guided by sound, progressive educational principles, and that the health teaching program was rooted in the real needs of the school children and their communities.

MARION LERRIGO MCWILLIAMS
Larchmont, N. Y.

Expanded Horizons

OUT OF AFRICA, by Emory Ross. Friendship Press. 217 pp. Price $1 postpaid of *The Survey.*

A PREFACE TO RACIAL UNDERSTANDING, by Charles S. Johnson. Friendship Press. 206 pp. Price $1 postpaid of *The Survey.*

MISSIONARIES are learning how to write, and are finding more to write about. Compared with the "slush" with which church people used to be conditioned for generosity to missionary funds, the recent publications of the Missionary Education Movement at times are almost daring. One senses that the objective has changed from Christian giving to Christian living. The samples before us get down to real issues. They disclose economic relations that betray every humanitarian principle. They expand the horizons of those who have tried to be good neighbors without ever looking over the fence.

In Mr. Ross' book students of present-day world affairs will find useful first hand data to supplement their reading. People who have not yet given much thought to the matter will find it a challenging introduction to the subject of Africa's place in the modern world.

Mr. Johnson's Preface is highly competent and well arranged, covering an intricate subject without losing sight of the connections between Negro experiences and the factors in our general civilization which determine them. Without sitting too much on the fence the author adroitly avoids giving offence to that great majority of white Americans who are emerging only slowly from a traditional attitude of prejudice. Nevertheless may not the question be raised whether it is time to say frankly to our young people: "Times are too serious to concern ourselves with social distinctions that merely are carried over from a social system which we have

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left and to which we cannot return. Associate in your private life with whom you please; but, for Heaven's sake, don't complicate matters. And remember that we cannot get more social protection and opportunity for any of us so long as we are trying to keep some of us out of our share of security, education and jobs."—B. L.

Who Likes What?

JOB SATISFACTION, by Robert Hoppock. Harper. 303 pp. Price $3.50 postpaid of *The Survey*.

HOW well satisfied with their jobs are workers in general?

In seeking an answer to this question Dr. Hoppock employed two methods. To 500 teachers he submitted a job-satisfaction questionnaire. He then studied in detail the 100 best and 100 least satisfied teachers, with respect to age, sex, religion, emotional maladjustment, salaries, success, family influence and so on. As his second method he used experienced interviewers to question in more or less detail the workers of an entire community, New Hope, Pa. In selected cases, the Strong Vocational Interest Blank and the Otis S. A. Higher Intelligence test were used.

The author concludes that:

"Available evidence indicates that the proportion of workers who are dissatisfied with their jobs is probably less than a third. . . . Final determination of the exact proportion of dissatisfied persons cannot be expected until there is developed a valid technique of measurement which is independent of the worker's willingness and ability to tell the truth. . . . The evidence to date places a heavy burden of proof upon anyone who would defend the thesis that most persons are seriously dissatisfied with their jobs."

The author found from the New Hope data that:

"Fifteen percent did not like their jobs; 15 percent felt satisfied with them less than half the time; 24 percent would have liked to change both their jobs and their occupations; 16 percent disliked their jobs more than they thought other people disliked theirs; 9 percent were indifferent; the remainder (21 percent) indicated various degrees of liking or satisfaction."

This seems to the reviewer to disagree with the conclusion that less than a third were dissatisfied. If we add the 15 percent of avowedly dissatisfied individuals to the 24 percent who wished to change and the 16 percent who judged their dissatisfactions to be greater than that of most workers, we get a total of 55 percent. At the satisfied end of the scale, the author reports that 21 percent indicated various degrees of satisfaction. We may conclude that the remainder were indifferent or in a state of fluctuation.

This book reveals the difficulties encountered in attempting to find a figure which represents the amount of satisfaction and dissatisfaction among workers. However, it makes a real contribution in presenting some of the difficulties in an organized fashion as well as in presenting an interesting technique of investigation.

Teachers College ROY N. ANDERSON
Columbia University

What Is a Region?

REGIONAL PLANNING, by Karl B. Lohmann. Edwards Brothers. 143 pp. Price $4 postpaid of *The Survey*.

DURING the last six months we have had three reports on regional planning. The first, Regional Factors in National Planning, issued by the National Resources Committee, involved a consideration of what are called regional problems and the study of the three outstanding regional planning organizations, the Pacific Northwest, New England and TVA. The third report, issued last month, dealing with one particular region—the Pacific Northwest—was also issued by the National Resources Committee.

Karl B. Lohmann, professor of landscape architecture at the University of Illinois, and author of Principles of City Planning, in this volume (the second of the three) deals not with particular regional problems, but with the fundamental elements that underlie the

planning of regions in general. An outline of factors to be considered in the development of a regional plan, it admirably supplements the two other volumes by discussing broadly those problems which they consider specifically.

Professor Lohmann's book is intentionally elementary in character since it is designed to be used as a text. In Chapter III he describes a number of regional units such as landscape topographic regions, agricultural regions, industrial and manufacturing regions, and so on. In other sections, the regions described are really metropolitan areas.

The book is copiously illustrated and is supplied with references on the subject matter of each chapter.

Chicago, Ill. WALTER H. BLUCHER

The "Hunch" Method

PREDICTING CRIMINALITY, by Ferris F. Laune. Northwestern University Press. 163 pp. Price $2.50 postpaid of *The Survey*.

AS indicated in the author's summary, the validity of this study is based on two premises: (1) the chief purpose of incarceration is rehabilitation of the individual delinquent and this rehabilitation can come only through transformation of the attitudes of the individual, and (2) the objective judgment of properly qualified inmates regarding the probability of success on parole of other inmates possesses some degree of validity.

In developing his thesis, Professor Laune first makes an extended study of inmates' "hunches" concerning the parolability of their fellow inmates, and tests the consistency of these "hunches" against a scoring of parole success for the same cases by the experience table developed by Prof. Ernest W. Burgess. By further extensive and elaborate analysis of inmates' "hunches," the author finally developed a questionnaire which he regards as an adequate yardstick for constructing an experience table to predict parole success. This table contains thirty-six of the fifty-four personal factors which appear to constitute the basis for inmates' "hunches" and shows a correlation of 0.48 with the original "hunch" scoring.

Predicting criminality represents a bold venture and, irrespective of how one may regard the merits of the undertaking, one cannot help being impressed with the vast amount of effort that has gone into this study. However, its scientific contribution is negligible. The author has lost himself in a mass of arduous tasks and has made numerous assumptions without full awareness of their implications. For instance, the correlation between the estimates of parolability by different inmate investigators and also between parolability and the scores obtained from the Burgess Experience Table could largely be accounted for on the basis of like-mindedness and the fact that in all probability the inmates were familiar with the Burgess study and their opinions were colored by it. The essential element underlying correlation is overlapping. Therefore, in highly skewed distributions, such as one is likely to encounter with respect to parole success, high coefficients of correlation may be obtained spuriously.

One of Professor Laune's criticisms of Burgess' scale is that the scale lacks dynamic elements. The final questionnaire which he developed is equally conspicuous in this lack.

In any event, for prediction purposes the original low correlation of 0.38 should have indicated to the author that no great reliance could be placed on the questionnaire; and his later dropping out of items to boost artificially the apparent association, is utterly unjustifiable and methodologically unsound. Throughout the entire work the author shows a naive and implicit faith in statistical techniques which are hardly suited to his problem. Aside from these specific charges, it is questionable just how effectively a paper-and-pencil test could be used for any length of time in a prison where the inmates are vitally interested in the results. There is no question that after a short time standard answers would be developed by inmates so that the actual scores of the test would not be at all indicative of reactions of inmates taking the test.

BARKEV S. SANDERS

Department of Justice
Washington, D. C.

DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

Child Welfare

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

Foundations

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Vocational Counsel and Placement

JOINT VOCATIONAL SERVICE, INC.—Offers vocational information, counsel, and placement in social work and public health nursing. Non-profit making. Sponsored as national, authorized agency for these fields by American Association of Social Workers and National Organization for Public Health Nursing, 122 E. 22nd St., New York City.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago. Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Conference will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

?
Is your organization listed in the Survey's Directory of Social Agencies? If not—why not?

Readers Write

Confusion in the Court

To the Editor: The progress, relatively slow, of putting into operation the aid to dependent children provisions of the Social Security Act has occasioned considerable discussion.

The chief difficulty, analysis shows, arises from the way this type of public assistance developed in the United States. Early legislation granting aid to dependent children was enacted as "widows' pension" laws, chiefly in jurisdictions where juvenile courts were established under acts relating to neglected, dependent or delinquent children. To cope with the problem of dependency was seen as one means of preventing delinquency.

In states where the juvenile court idea did not keep pace with the mothers' pension idea, petitions in behalf of dependent children to the administrators of the poor laws usually involved commitment of the child to the mother, a relative or a board of guardians as a substitute to commitment to an institution. (Oliver Twist may be regarded as a sort of ancestor of dependent children.) Another development was nonsupport legislation which authorized commitment of the defaulting father to public work and payment by the court of an allowance to the mother.

Viewpoints resulting from such beginnings are confused and anomalous in regard to the character of the public service performed in aiding dependent children and the proper agency to handle such cases.

The Social Security Act requires that a state plan, to be approved for a federal grant, shall be mandatory upon the political subdivisions of a state, if administered by them, and that a single state agency shall supervise the administration.

As a matter of legal theory, juvenile courts do not fall easily, any more than do other branches of the judiciary, under the supervision of an administrative agency. The theory of separation of powers is not a mere abstraction when courts invoke it. Yet as long as juvenile courts exist will they not have to say something about some of the public assistance going to certain dependent children within their jurisdiction? And may it not be asked by social workers, as well as by lawyers, whether a judicial character is projected to all cases of dependency by the mere exercise of these tribunals of judicial functions in cases brought within their jurisdiction as courts, in which the granting of public assistance may be an incident—as for instance cases involving delinquency, custody, paternity? It may be asked further, when commissioners or supervisors in some counties have been authorized by a law creating juvenile courts in other counties, to make payments for dependent children, whether the same service was judicial when performed by the courts, and administrative when performed across the line in the adjoining county by administrative officers? Finally, is it desirable and practicable that the juvenile courts altogether discontinue granting aid to dependent children?

It seems to the writer that there should be a realistic facing of these questions by lawyers and law officers, by juvenile courts, welfare officers and social workers laboring with them. The gains that have been made for dependent children under the Social Security Act are great, but they will not be fully realized until these problems concerning administration of state laws are faced for solution. Sue S. White

Office of General Counsel
Social Security Board

Never Too Late

To the Editor: This is somewhat tardy, but I have meant for a long time to tell you how much it means to our workers, especially those working single handed in isolated counties, to find comment in *The Survey* on the Kansas relief program and especially on county and district activities. The publication of the skit, Not So Old As Some [see *The Survey*, July 1936, page 203] written by a group of our county poor commissioners, gave us a real lift, a sense of professional belonging and of professional recognition. Our workers have carried on under extremely difficult conditions, always so hard pressed that they were never able to do all the things they wanted and knew how to do. It has been gratifying to them to find their efforts recognized in their own professional journal.

Executive Assistant Mary Smith
Kansas Emergency Relief Committee

It Takes Time

To the Editor: The article, Vistas for Volunteer Programs, by Ruth Hyde Harvie in the October issue of *The Survey*, offers a challenge to social agencies using volunteers.

In my own agency I am trying to consider all four of the roles for volunteers mentioned by Mrs. Harvie. I do, however, recognize the fact that the immediate aim of an agency is to carry out its program as well as possible. The chief difficulty in realizing the immediate aim and at the same time working toward the more ambitious future is that executives of social agencies have so little time to educate and supervise volunteers, but when time can be spent it is well worth while. Perhaps the most satisfactory way is to take one volunteer at a time for intensive training and interpretation, though this is a slow process for building up a corps.

Another solution would be a full time or in a small agency a part time paid person in charge of volunteers—someone thoroughly familiar with the work of the agency and convinced of the values inherent in the use of volunteers. Lack of money is a difficulty here of course but I believe that results would more than justify the investment.

I, personally, am much indebted to Mrs. Harvie for her challenge.

Superintendent Ruth Coon
New Jersey Orthopaedic Hospital and Dispensary, Orange, N. J.

Spartans By Choice

To the Editor: In his letter, Pay for Spartans, in the October *Midmonthly Survey*, A. Arthur Charous of Chicago seems to confuse the responsibilities of camp staff, full time, trained people, their pay commensurate with their duties, with those of camp counselors. During the twenty years I have conducted summer camps I have known hundreds of counselors who were delighted with the opportunity for experience which the camp afforded. Applicants generally are one or another of two types of young people: those anxious to add practical experience to their theoretical education in definite lines; those who, working their way through college, turn to camp counseling as a way to earn their keep during the summer as well as to gain change of scene and occupation.

In my organization it costs about $35 a month to support a counselor, this including his transportation to and from camp. So the agency is really paying considerably more than $5 a month for service performed. At the same time it is giving training and experience to young people who, if my twenty years' experience indicates anything, find it valuable.

I do not quite see the logic in comparing what the CCC pays its boys and what private social agencies pay their camp counselors. The many differences all along the line seem to me to invalidate comparison.

John C. Neubauer

Managing Director
San Francisco Boys Club, Inc.

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